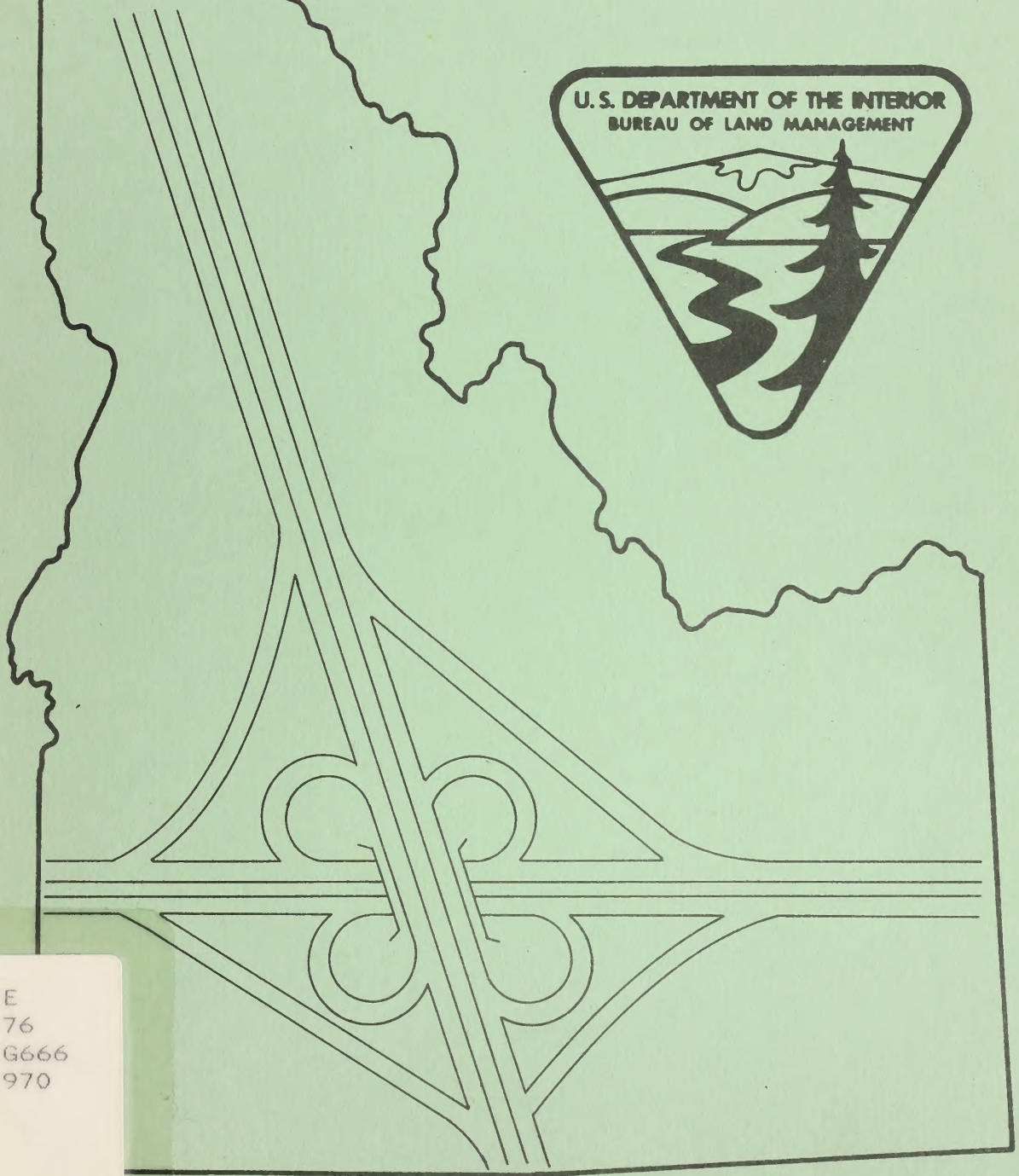
LAND-USE PLANNING at the CROSSROADS



LAND-USE PLANNING

at the

CROSSROADS

Prepared for the Idaho State Director

Bureau of Land Management

by
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Preface

This report responds to a request by the Idaho State Director for development guidelines for interchanges involving public lands along the interstate highway system in Southern Idaho. Several requests for commercial sites on public lands prompted the request.

An earlier study of the I-80N-US 93 interchange area in Jerome County, Idaho, was completed by Bruce Powers, Land Development Specialist, Portland Service Center, in June 1968. This report supplements Powers' report and considers other Southern Idaho interchanges involving public lands.

The Bureau's primary interest in interchanges involving public lands is to provide necessary highway service facility sites, retention and management for public purposes, or for future development as the need arises. To accomplish these objectives, it becomes apparent that developers, local counties, state agencies and the Bureau must cooperate in order to maintain the integrity of the interchange area.

This report identifies problems and potentials for interchange development and provides guidelines to those responsible for making land-use decisions affecting the interchange area.

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I. INTRODUCTION

Freeways are designed to move large numbers of vehicles rapidly and safely over long distances by control of access and separation of traffic movement. Interchanges are roadway entrances and exits from the freeways and intersecting highways which pass either over or under the freeway. Some interchanges are relatively simple in design (one-half diamond) while others are more complex (full diamond, cloverlead, and variations thereof). The interchange area is composed of the interchange system itself and the adjacent and surrounding land. (There is no standard method of determining the limits of this area).

The primary purpose of this study is to identify and discuss the problems that can develop in these interchange areas involving public land if adequate planning controls are not exercised, to identify and discuss the responsibilities of the Bureau in making these sites available for economic development, or retention and management for recreational, aesthetic, environmental or other public purposes. At the same time the Bureau's actions must be consonant with the plans and actions of local communities, counties, and the State of Idaho. Maintaining the integrity of the State's freeway and interchange system is important to the people of Idaho and to the national interest as well.

The interstate routes will provide the basic framework for Idaho's future highway system and, therefore, it is important that existing and proposed interchanges remain free of congestion, hazards, uglification, and unplanned development. Unplanned development and lack of adequate controls threaten to invite inefficiency, congestion, and hazards arising from the way the land is developed around them.

The highway interchange provides access to existing and future land uses along the intersecting highways. Any new facilities tend to generate larger traffic volumes which in turn generate more new uses of the area surrounding the interchange which also generate more traffic. If land development is not guided and certain restrictions provided the original purpose of the interchange and segments of the freeway are defeated. At the same time, if these highways are to render maximum benefit to the nation, advantage should be taken of the opportunities which they offer in terms of potential new land development and the needs of the people. Thus there has arisen a dilemma of how to avoid congestion, inefficiency, hazards, unplanned development, uglification, etc., and at the same time encourage the proper planning and development of this valuable land resource. If congestion is permitted in the interchange areas, application of simple real estate principles suggest that

land development potentials are impaired by the resulting reduction in accessibility. This impairment may extend well beyond the immediate vicinity and affect the potential of land in a larger area served by traffic facilities of which the interchange area is a key element.

Certain kinds and patterns of land development that may be generated or attracted by the traffic facilities may not represent the best use of land from a community or county viewpoint. This may occur for various reasons, among which are haphazard marketing of land by owners not aware of full market potential, faulty judgment of entrepreneurs, or inadequate public land-use control. In any event loss to the county may occur through failure of land development to achieve the fullest potential offered by the interchange area location.

The essence of Idaho's interchange problem can be summarized by a few basic questions:

1. How can the best use of interchange area lands be achieved?

2. What type of developments should be encouraged?

3. Where should they be located?

4. What system of roads and utilities will be required to insure proper development of the hinterland?

5. How can congestion, hazards, etc., be avoided or minimized at freeway interchanges?

The answer to these questions is sound land-use planning with the support and enforcement of adequate land-use controls.

Other questions of importance to the Bureau of Land Management and county governments include:

1. Who is responsible for developing a comprehensive plan for orderly development of the interchange area?

2. Under which public land laws should the land be transferred?

3. How much public land is needed for development of commercial, residential, and industrial facilities and at what time?

4. What is the optimum size of parcels to be transferred?

5. How will land-use controls be enforced?

6. How will water, public utilities and services be provided, and wastes and sewage disposal handled?

7. Which land and how much should not be developed but retained for public purposes?

8. How should the remaining public land be managed to protect the public interest?

This report will discuss some of these questions.

Planning and Development Goals and Objectives

The goals and objectives of the Bureau of Land Management in interchange problems should include:

1. Develop and continue a coordination and education program with the individual counties, the State, and various interested agencies in order to promote meaningful land-use planning and development.

2. Formulate specific recommendations and criteria for disposing of public lands at interchanges for development in order to prevent ill-planned and indiscriminate development on these highly developable lands.

3. Encourage the affected counties to develop, adapt and enforce adequate land-use controls to protect this valuable asset.

4. Encourage the State planning department to prepare a simple manual, suitable for distribution to local governments, explaining the problem and the local powers available (or that need developing) to aid in the solution of interchange problems and suggesting proper planning techniques.

5. Manage, develop and dispose of public lands to help meet the people's needs for lands and their resources, and to contribute to the stability and orderly growth of dependent users, industries, communities and regions (BLM Manual 1602.1.12B).

In summary, the land around interchanges is an extremely valuable asset to the State but even more so to the individual counties involved. These values are reflected in several recent land sales at interchanges in Southern Idaho. (For example, sites in Ada County near the urban area of Boise sold for as much as $34,562

per acre, and sites in Jerome County, a more rural area, have sold for as much as $8,000 per acre). This asset must not be squandered. Indiscriminate and ill-planned use will penalize local people, who are the very citizens that should benefit from proper development of the interchange area.

II. PROBLEMS AND OPPORTUNITIES IN INTERCHANGE DEVELOPMENT

Developable land served by freeways is increasingly subject to market pressures rooted in trends and conditions of regional growth. These pressures have caused interchange areas to emerge as new elements in both comprehensive planning and land development. The most obvious pressure, and frequently the earliest to be felt, is the demand for "road-user services" (fuel, food, and lodging). These services relate functionally to the freeway and, consequently, require and deserve convenient interchange locations.

Interchange area locations are particularly attractive to prestige-conscious and advertising-minded enterprises because of the eye-attracting character of the land within view of the freeway. It is perhaps equally attractive to the employer of a labor force from nearby communities as a potential site for relocation or expansion because of reduced travel time, safety, ample parking, etc.

Another problem of interchange development is the one of misplaced economics or the failure to make the best use of this valuable land. Hasty development, plus failure to plan for the full potential of the area, can use up and waste the land around an interchange and prevent the full potential of the interchange area from ever being realized. This is not just a loss to the county, but to the State as a whole. Despite the value of interchange areas, their full development potential seldom can be realized overnight. In many instances it might be as much as 10 to 15 years before the market for full development will mature. In the interim, the Bureau of Land Management and/or the local governments may be stampeded into permitting the usurpation of these valuable sites by undesirable activities that do not need an interchange location or benefit freeway and interchange traffic. There are numerous examples around the country of misuse of interchange areas. An extreme example would be where coordination between local government and BLM has not taken place and interchange areas are allowed to erode from a beneficial use to junkyards, hotdog stands, etc., when it has an excellent potential for more important development. Obviously, the reservation of interchange lands for appropriate future development must be based upon a realistic appraisal of the economic, aesthetic, and environmental opportunities and not simply blind freezing of the land in hope of obtaining development that has little likelihood of occurring.

The desire of counties to add these new properties to the county's tax base is understandable, but local governments should not do so at the expense of or to the detriment of public values.

Probably the best safeguard against the misuse of these areas is a strong planning program which identifies their potential value to the county or region and the application of planning techniques and land-use controls based on a comprehensive master plan which will insure their proper development. Such a program would help a county capitalize on many opportunities accruing from interchange areas, some of which include:

1. The development of adequate road-user centers at appropriate interchange locations could render a valuable service to freeway traffic and produce economic benefits for the county.

2. The planning and development of interchange areas for appropriate uses could strengthen the tax base and the economy, if such uses would not be in undesirable competition with or replacement of existing activities.

3. Proper land-use planning to assure desirable relationships between interchange area uses and adjacent activities (i.e., to avoid the depressing effect of one activity over another).

4. Forestalling initial, less desirable, interchange land development proposals of limited scope ultimately can result in an optimum form of development (where such postponement of development is based on a sound market analysis).

5. Through proper planning and development of a master plan for the interchange area, future major traffic generators can be located in proper relation to freeways and their interchanges, topography, and other features.

6. The application of proper land planning and control techniques can help preserve the traffic efficiency of the interchange, cross-route and local transportation system.

Relation of Interchange to Local Land Development

There are numerous land-use and traffic problems and opportunities that arise in the local area immediately adjacent to the interchange. Significant local land-use problems are:

1. The type of land development adjacent to the interchange may not be compatible with a location near the freeway or the traffic service function of the interchange. An example of this condition might be the location of a

neighborhood shopping center at a freeway-interchange, which attracts primarily short local trips. This type of activity does not need freeway access. The traffic it generates would eventually monopolize capacity that may be needed by through traffic.

2. The intensity of land development in the interchange area may generate more traffic than can be effectively handled by the interchange. An example might be the location of an industry or major shopping center near an already heavily used interchange with limited capacity. This problem becomes more acute as activities locate closer to the interchange and its ramps. For virtually every type of major traffic generation, secondary access to a major route other than the cross-route is highly desirable.

3. The site design and division of land around interchanges may cause land development problems and traffic congestion. For example, small lots may prevent the assembly of parcels large enough for desirable development. Almost any activity in an interchange area will require at least a half-acre site and most require larger sites. If areas around an interchange are broken into small or odd shaped parcels, the chances of attracting desirable development are greatly reduced. On the other extreme, since the Bureau of Land Management is responsible to guard against monopoly of public land resources in any disposal program, it must not become a party to speculation, through further subdivision of lots. Based on this requirement, disposal of large tracts without proper land-use controls enforceable by county authority should not be undertaken. Also, the sale of shallow frontages along the cross-route may be a barrier to the full development of the hinterlands of interchange quadrants. Insufficient setbacks may create loading and parking problems on the street.

Here again, the major opportunity to do something about these problems rests at the local level. Effective land-use controls in conjunction with a master plan will reduce the occurrence of incompatible types of land use in interchange areas. These controls exert considerable influence over the intensity of land development, the problems of which were pointed out in item 2 above. There are also opportunities for achieving better relationship between local land-use and interchange traffic movements through the coordinated design of the land-use and the traffic facility.

Inherent Interchange Area Design Problems

Most of the problems enumerated thus far are related to the economic importance of interchange areas and the effect of local and regional land use on interchange traffic movements. There are certain other problems, however, that are related to the geometric design of the interchange and its attendant roadways. Essentially these problems include the basic type of interchange design and the design of access along the cross-route or intersecting highway.

In certain cases a particular type of interchange design may not have been appropriate in terms of ultimate land development in the interchange area. Handicapped by a lack of meaningful projections of future land use in the area, the interchange designers may not, under conditions prevailing at the time, be able to justify an elaborate design that is sufficiently flexible to accommodate a wide range of possible uses. The area may then develop in such a way as to foster interchange congestion or desirable development may be hampered. The solution to this problem is to secure coordinated planning of land use and highway facilities during the actual location and design phase. To be effective the interchange designer must be furnished information concerning characteristics of planned future development, and the land planner must know what is required to maintain the integrity of the highway facility. Unfortunately, this type of coordination has not been experienced to any great extent in planning, design and construction of the interstate interchanges in Idaho and most other western states. The next best approach is to develop and coordinate with county planning commissions a program for transfer of public lands based on a master plan for development of the interchange area.

Although the interstate highway itself is protected from the direct influence of local land use by complete control of access, the cross-route is usually vulnerable, unless it too is a federal aid highway with controlled access. Too many driveways may enter the cross-route creating confusion as to where turns are to be made, inducing unexpected and undesirable left turns, or creating slow moving, indecisive traffic. These conditions are usually associated with the common strip development which lines many highways radiating outward from urban areas.

One of the most important interchange area design considerations is the locational relationship between interchange ramp terminals and the first access point along the cross-route. This distance must be great enough to allow for the proper weaving, merging, and diverging of ramp traffic bound to or from this access point

with cross-route traffic. (For detailed information on interchange development standards see Powers' report "A Proposed Preliminary Development Plan for US I-80N-US 93 Interchange Area", pages 12-19). Even beyond this first point of access, adequate spacing must be maintained between subsequent points of access. This spacing is determined primarily by deceleration and requirements of turning vehicles, or in some instances these points may already be established by control access criteria.

Generally interchange area developments need to be designed with more functional frontage road and subdivision layouts. The predominate design includes the sterile, unimaginative frontage road paralleling the cross-route with intersecting perpendicular access points at various locations. Obviously, some interesting and imaginative developments at interchange areas can be designed to take advantage of the natural terrain and lend interest to the development. Every effort should be made to blend the development into the existing topography. Insofar as feasible the development should blend with the countryside instead of appearing to be forced through it. Easy curves should be used in the alignment thus avoiding extensive cuts and fills. This approach would avoid the old standard gridiron design, and its variations, which requires little or no imagination. Consideration of the natural environmental and aesthetic qualities of the landscape are extremely important.

Interchange Administrative and Legal Considerations

Even if all the planning and design problems previously mentioned were resolved, many legal "tools" need to be provided, and many administrative difficulties overcome before these solutions could be implemented. Most of these problems are similar to those that confront any major planning effort and are encountered at all levels of government. Some relate specifically to the implementation of various planning and design procedures. Others concern the type and level of corrective action required in interchange areas (i.e., education of the public concerning the problem, new or revised legislation, administrative and procedural tools, etc.). Some of the key legal and administrative problems and opportunities for their solution are discussed below.

1. Resistance to Land-Use Control Measures, Particularly in Rural Areas

   This problem largely results from a lack of knowledge by local residents of the true nature of zoning and other land-use controls, particularly as they are normally applied in rural areas. This problem can best be

alleviated through the gradual education of the public, and officials of all levels of government, to the benefits of land-use controls and planning techniques. Another possibility might be the enactment of legislation that would allow the application of needed controls in designated areas around interchanges, with the remainder of the county being unaffected by those controls. Admittedly, this is a limited approach to planning and directed specifically to the interchange area and its associated problems and does not provide as satisfactory a solution as a planning program for the entire county would offer. In effect, this is "spot zoning", hence there would be no assurance that activity outside the designated area would not create problems that could be detrimental to interchange, cross-route or freeway operations. This type of control would, however, meet the requirements of the 1964 Public Land Sale Act (P.L. 88-608), thereby making transfer of public lands within these areas possible while at the same time assuring some control over development thereon. (Other land laws under which public domain lands are often transferred, including the Recreation and Public Purposes Act, Public Sales under R.S. 2455, Exchanges, Small Tracts, and Townsites, do not provide for adequate land-use controls).

2. Coordination Difficulties Between Various Levels of Government

The major difficulty here is that the interests of the various levels of government in the interchange problem often may be divergent. For example, the state highway department may want maximum highway efficiency and return on the public investment in highways, the local county may want maximum tax revenue and employment from potential interchange area development, while the BLM looks for and encourages adequate control over land it transfers to private ownership. All of these interests are valid and quite appropriate. While these interests would seem to be divergent, and have in fact caused difficulties between various levels of government, it is nevertheless possible that these interests can and should be reconciled in a planned and coordinated interchange development program. It is when each group strives to satisfy its individual interests with little or no concern for the other that problems begin to occur. Solutions may require a strong administrative and procedural framework and an effective educational program to bring the actions of the various agencies and levels of government concerned into harmony. The greater values to the county, the state and

the American public that can be obtained if these interests are reconciled, strongly recommend such action.

3. Lack of Interest in, or Knowledge of the Problem by Public and Local Officials

Often local government officials, responsible citizens, State and Federal agencies, (BLM officials included), have not recognized the full importance of interchanges to local communities and to the State. This is particularly critical since most of the planning and land-use controls needed to deal with the problem in Idaho now fall almost exclusively with the domain of county governments. Unfortunately, some county governments, and State and Federal agencies have not thus far made effective use of these powers in interchange areas. In fact, much of the interstate system in Idaho is located in counties that have not yet exercised nor adopted the planning and zoning powers available to them under the existing state-enabling legislation. For example, of the 17 counties in Idaho affected by the interchange problem (upon completion of the Interstate System) only seven have adopted zoning regulations.

Of those that have enacted zoning ordinances some have done so without the benefit of a comprehensive plan. Too often zoning and planning are thought of as being synonymous but they are not. In order for zoning to be effective it must be based on a comprehensive plan and used as the tool for implementing the plan. Figure 1 shows the location of the interstate system in Idaho, interchange locations, and counties that have enacted zoning ordinances.

Even assuming interest by local officials, there is a serious lack of local planning and engineering skills available to the counties to deal adequately with interchange problems. It is unfortunate that the State of Idaho is without a planning staff of sufficient size to provide the counties, especially the poorer counties, with planning assistance in order to prevent serious and irreversible problems from developing.

Again, education and a positive action program must be regarded as the keys to the solution of this overall problem.

IDAHO INTERCHANGE AREAS

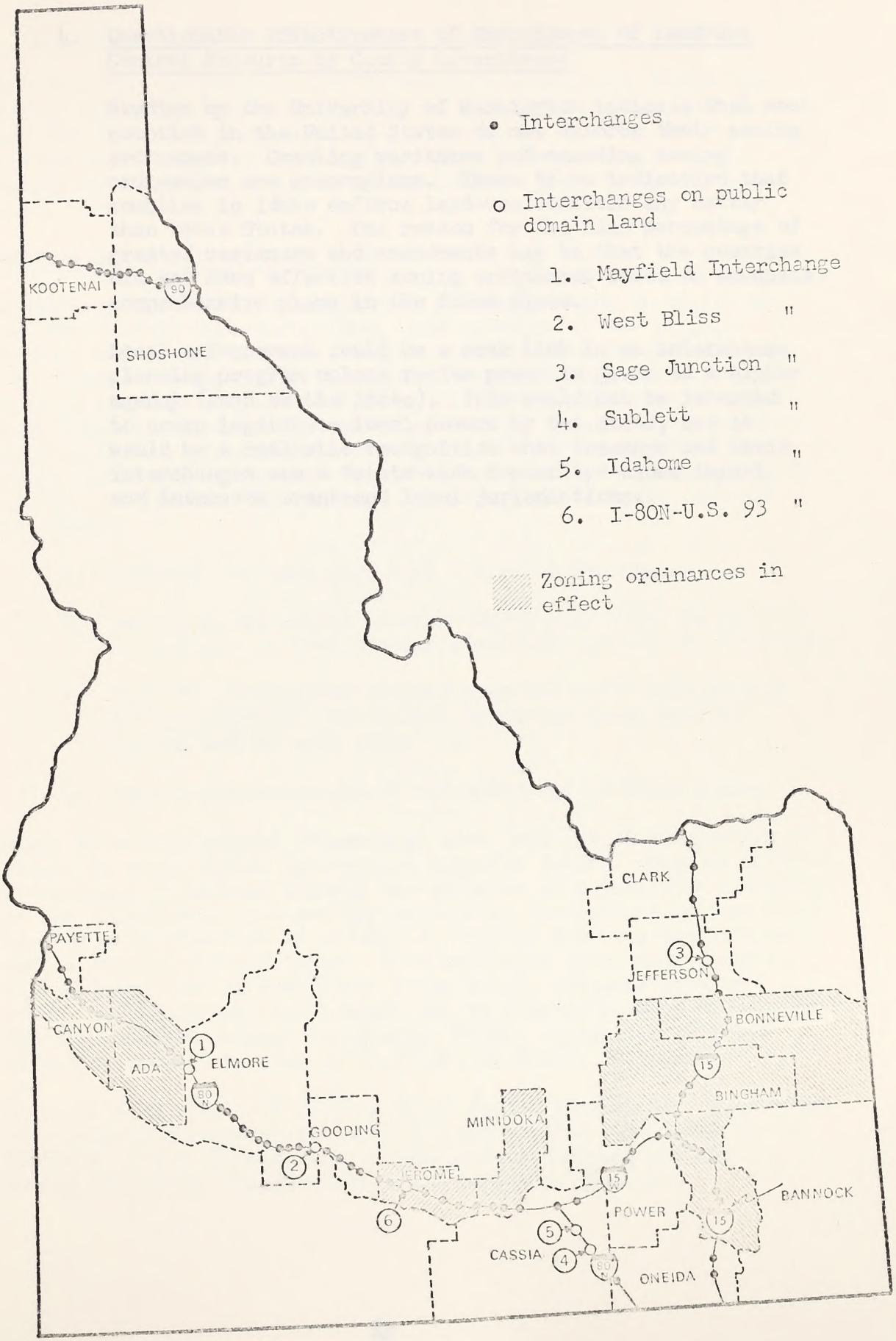


Figure 1

4. Questionable Effectiveness of Enforcement of Land-Use Control Measures by County Governments

Studies by the University of Washington indicate that most counties in the United States do not enforce their zoning ordinances. Granting variances and amending zoning ordinances are commonplace. There is no indication that counties in Idaho enforce land-use controls any better than other States. One reason for the high percentage of granted variances and amendments may be that the counties did not have effective zoning ordinances based on adequate comprehensive plans in the first place.

Local enforcement could be a weak link in an interchange planning program unless review power is given to a higher agency (such as the State). This would not be intended to usurp legitimate local powers by the State, but it would be a realistic recognition that freeways and their interchanges are a "state-wide community" whose impact and interests transcend local jurisdictions.

III. AN APPROACH TO INTERCHANGE PLANNING AND DEVELOPMENT

The objective of planning for interchange development (after the design and construction phases) is to guide the uses of land in the vicinity of interchanges in such a way as to avoid and eliminate problems and to stabilize and develop or protect the assets which in effect serve the interest of the counties, the State, and the nation.

Optimum Use of Interchange Areas

A basic premise of interchange area planning should be to foster the best use of interchange area land in terms of the regional economy and State and local needs consistent with maintaining an efficient and safe traffic facility. Virtually all interchange traffic problems could be solved by prohibiting development within some specified distance of each interchange. However, any solution must recognize and accommodate both the economic demands of the local county and State and national interests vested in the highway system. To achieve this desired solution, the following actions are needed:

1. Identify the land uses best suited to the area.

2. Determine the extent to which development will be allowed in relation to both traffic conditions and market potential.

3. Plan the arrangement of land uses and their relationship to topographical and natural features, local traffic system, and to each other.

4. Assure implementation of and adherence to these plans.

Steps to assure optimum interchange area development and protection should be taken before development actually occurs. Once an initial development is allowed without the guidance of a plan, the integrity of the interchange area and any succeeding development is penalized. To plan after-the-fact or attempt to "window dress" a bad situation cannot correct past mistakes. Once unplanned development begins, the efficient use of additional prime sites, adequate service roads, and hinterland development may be limited because of man-made barriers and the natural topography. Future correction of a bad situation created by lack of foresight is highly improbable.

There is a multitude of factors which should go into the development of a comprehensive plan for land use and traffic facilities in the vicinity of the interchange. These include planning principles, design standards, traffic data and land-use projections.

Land development around interchanges must proceed according to a sound, comprehensive land-use plan if appropriate and orderly growth and protection of the traffic facilities are to be insured.

The designation of an agency or group that will develop and implement the plan is an additional factor. Several alternatives might need consideration before the logical plan for development has evolved.

The final stage of the planning process concerns the implementation of the plan. This requires legal tools (such as zoning, building codes, subdivision regulations and others) and an administrative body for applying and enforcing these tools.

A Functional Approach to Interchange Area Development

Essentially, the land uses which are appropriate for interchange areas can be summarized in three broad categories: (1) those that need convenient access to the freeways because of their inherent functional requirements, or (2) those that can benefit freeway or cross-route traffic significantly, or (3) those uses which benefit and assure the interchange and cross-route of a pleasing aesthetic effect. Examples of this type include open space, low intensity recreation, or institutions. Depending upon regional and local land use and traffic conditions any of these three types of land use could be encouraged in interchange areas.

Table 1 suggests guides which may be helpful in making decisions concerning allocation of interchange area land to various uses. It describes the demands which certain activities might make upon the interchange as a traffic facility. Although this table does not include all factors to be considered, it does indicate the types of questions or kinds of analyses which should go into the planning of interchange areas.

GUIDES TO LOCATING VARIOUS LAND-USES IN INTERCHANGE AREAS

(1) Type of Land-use	(2) Does Land-use "Need" a View From the Freeway?	(3) Is Freeway Access Important in the Function of Land-Use?	(4) Does Land-use Perform a Needed Service for Freeway Traffic?	(5) What is the Traffic Impact of the Land-Use?
1. Highway-oriented (road-user) activities: motels, restaurants, service stations.	Desirable	Yes	Yes	Moderate
2. Regional traffic generators: major shopping centers, large industries, institutions, major recreational areas.	May be desirable	Yes	No	Major
3. Transportation terminals and transfer points: airports, truck terminals, warehousing, etc.	Probably unnecessary	Yes	No	Major

Land-use types 4 through 6 continued on next page.
Column (6) continued to page 18.

Table 1.

Guides to Locating Various Land-uses in Interchange Areas (continued)

(1) Type of Land-use	(2) Does Land-use "Need" a View From the Freeway?	(3) Is Freeway Access Important in the Function of Land-Use?	(4) Does Land-use Perform a Needed Service for Freeway Traffic?	(5) What is the Traffic Impact of the Land-Use?
4. Community-type activities: neighborhood shopping centers, elementary and junior high schools, etc.	No	No	No	Moderate
5. Inactive land-uses: Forest preserves, cemeteries, agricultural uses, etc.	No	No	No	Minor
6. Other land-uses: single-family residences, small businesses, etc.	No	No	No	Minor

Guides to Locating Various Land-uses in Interchange Areas (continued)

(6)

Remarks

1. Most favorable locations likely to be at interchanges of freeways with major highways. Road-user activities can draw on long-distance traffic from both routes.

2. Developments drawing employees or patrons from a large area. Most favorable locations are near, but not immediately adjacent to, interchanges of freeways with regional routes. Secondary access to another major highway is desirable.

3. Although volume of generated traffic may not be large, high percentage of trucks (at some areas) may have significant impact on traffic conditions.

4. Development attracts short-length, local trips that do not need, nor belong on, the freeway.

5. Land-use has no adverse effect on traffic movement and may be appropriate to insulate high volume routes or where demand for other development does not exist.

6. Attracts local trips that do not need the freeway; however, generation is low. Major detriment to traffic may be frequent driveways and access points.

Specifically, appropriate interchange area land uses will depend on factors such as:

1. Local land market.

2. County planning objectives.

3. Existing land use patterns.

4. The need for road-user services at this point on the freeway.

5. Types of interchange and cross-route traffic (traffic service functions).

6. Physical limitations (topography, man-made barriers).

The planning and development of an interchange area for certain land uses may, in effect, establish the predominant functions of the interchange itself. For example, the development of major recreational facilities adjacent to an interchange having only a minor traffic service function could ultimately result in the predominant use of the interchange by traffic destined to the recreational facilities.

Planning Principles for Interchange Area Development

The sensitivity of interchange areas to haphazard, wasteful land development and traffic congestion makes it imperative that sound principles provide the basis for interchange area planning (see figure 2). Certain general principles which may apply to virtually any type of interchange development include:

1. The most appropriate use of interchange area land, whether public or private, should be encouraged, consistent with maintaining an efficient and safe traffic facility.

2. Land should be allocated according to the need for a location near the interchange or the benefits which would be provided to interchange traffic.

3. Interchange land should be developed in depth by providing access into interior tracts and discouraging development with shallow frontages, characteristic of inefficient strip development.

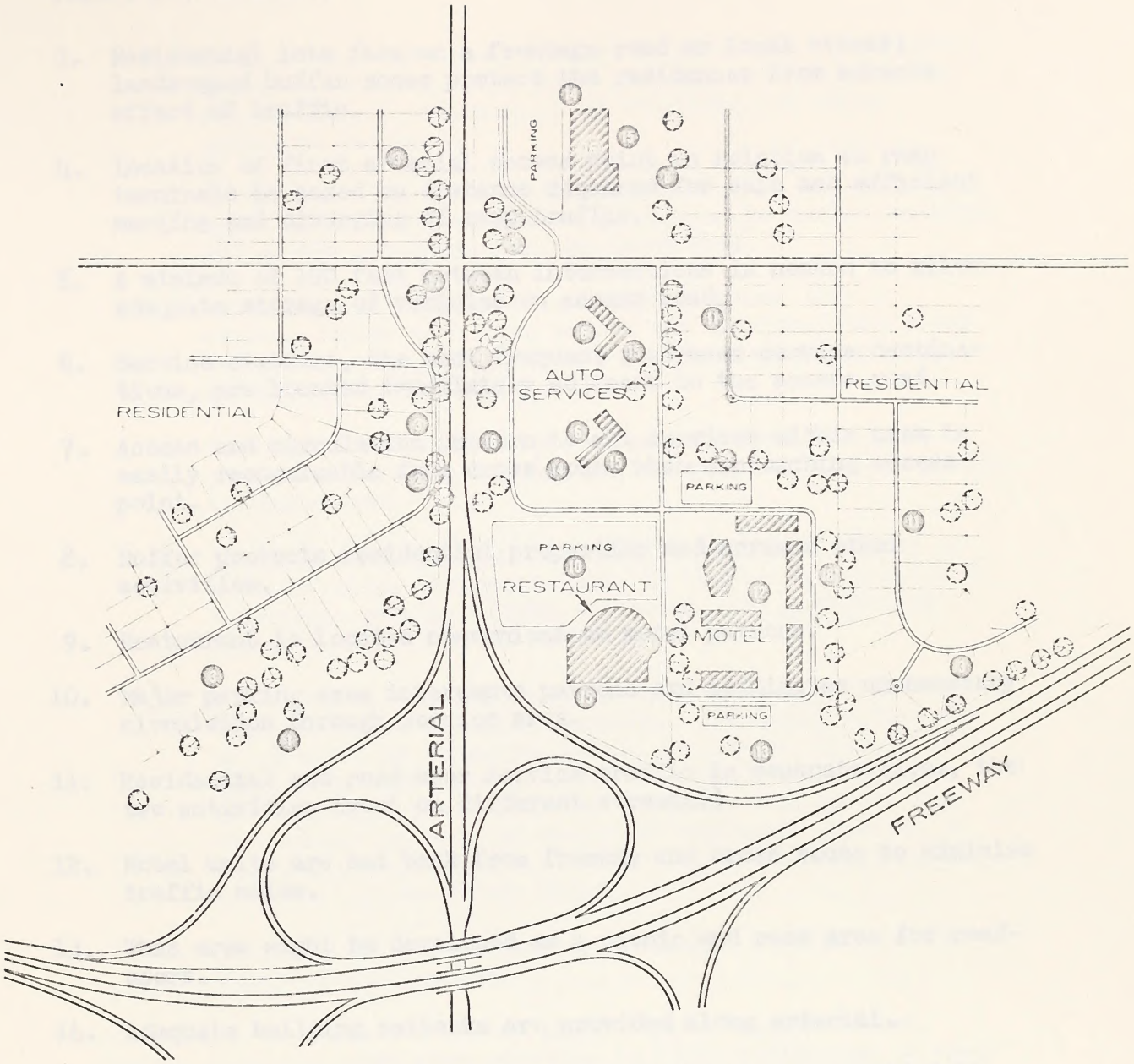


Figure 2.

Planning Principles for Interchange Area Development

1. Area too small to be developed is landscaped to buffer the adjacent residential area from the noise and sight of interchange traffic.

2. Dashed line indicates closure of an old access point which would have impeded traffic and created unsafe conditions on the arterial.

(continued next page)

Figure 2 (continued)

3. Residential lots face on a frontage road or local street; landscaped buffer zones protect the residences from adverse effect of traffic.

4. Location of first arterial access point in relation to ramp terminals is based on distance required for safe and efficient merging and diverging of ramp traffic.

5. A minimum of 150 feet between intersections is needed to allow adequate storage of vehicles on access road.

6. Service stations, the most frequent road-user service destinations, are located immediately adjacent to the access road.

7. Access and circulation pattern to all services within area is easily recognizable from cross route when approaching access point.

8. Buffer protects residential properties and screens other activities.

9. Restaurant is located convenient to motel patrons.

10. Major parking area intercepts patrons and eliminates unnecessary circulation through service area.

11. Residential and road-user service traffic is separate (i.e., the two activities front on different streets.)

12. Motel units are set back from freeway and cross route to minimize traffic noise.

13. This area might be developed as a picnic and rest area for road-users.

14. Adequate building setbacks are provided along arterial.

15. Adequate off-street service and loading areas are provided to commercial and industrial activities.

16. Area might be developed for appropriate uses needing regional access and a location near the freeway.

17. Separate turning lanes and appropriate traffic control devices insure efficient intersection operation.

4. Similar land uses should be grouped to reduce conflicts, preserve land and development values, and to allow the most efficient arrangement of utilities and other essential services.

5. To the extent possible, allocation of land to various types of development should be related to market analysis and growth prospects for the local area.

6. Land use should favor a type that requires only a minimum number of access points and intersections along the cross-route, particularly in the vicinity of ramp entrances and terminals.

7. Development with frontage facing away from the cross-route and onto the service roads and local streets should be encouraged.

8. Adequate frontage road and building setbacks should be provided along the cross-route to reduce distractions to motorists, preserve sight distances, and provide for possible, future route widening.

9. The physical appearance of interchange areas should be attractive and visually pleasant. Aesthetic values can be enhanced by accenting points of natural beauty. Site design standards which result in orderly arrangements of buildings, provisions for adequate open space, and attractive landscaping should be employed. Control of the size and placement of signs and billboards also is essential to aesthetic values.

10. Adequate off street parking should be provided for all types of development.

In addition to the above listed general planning principles, certain specific principles relating to highway-oriented or road-user services such as service stations, motels and restaurants include:

1. Road-user services require locations in close proximity to interchanges and should be visible from the freeway.

2. They should be concentrated in one or two quadrants of the interchange. This will reduce the travel on the cross-route and reduce the number of access points required.

3. Motel facilities in particular should be set well back from the noise and fumes of the highway. Under normal conditions, the most desirable locations for interchange user services would be in the two quadrants adjacent to right turning freeway exit ramps. This arrangement reduces the number of left turn conflicts between cross-route traffic and freeway traffic moving to and from these areas. Cross-route access points for these services, however, should not be located near the ramp terminals.

Other commercial land uses should be guided by these additional planning principles in interchange areas:

1. Major commercial developments, such as regional shopping centers, merit locations near but not immediately adjacent to interchanges. Special analysis should be made of probable impact these developments would have on traffic. In all cases, secondary access to these developments from another major street (other than the cross-route) is desirable.

2. Community-oriented commercial activities have relatively little need for sites adjacent to interchanges. They should be located well away from the interchange and related to the major direction of future residential development.

3. Commercial developments should be grouped and located on service roads or local streets with direct access to the cross-route minimized.

Industrial development in interchange areas should be guided by these planning principles:

1. Large, relatively level sites with adequate facilities should be provided for industrial activities. If available, access to a railroad is desirable.

2. Industrial sites should be near, but not immediately adjacent to interchanges. If the advertising value of a site adjacent to and visible from the freeway is important, access should be provided via a service road.

3. Industrial developments which are expected to generate significant truck traffic should be located on sites that are fairly level and at approximately the same elevation as the cross-route.

4. Secondary access should be provided those industrial developments which release large amounts of traffic at certain hours to prevent overloading cross-route facilities.

5. Consideration should be given to such climatic factors as wind direction, inversion layers, etc. Odor or dust creating industries should be restricted to the leeward side of the development.

Special planning principles related to residential developments in interchange areas include:

1. May be acceptable in interchange areas where no demand for other more appropriate use is anticipated.

2. Access and frontage should be oriented to service drives and local streets, not to the cross-route or the freeway.

3. Buffer strips, parkways, and planted areas should be provided between residential and major streets. Similar buffers should be provided between residences and adjacent commercial or industrial activities.

4. Street systems should be blended into the topographical and natural features to take full advantage of the natural setting.

Essentially, site planning principles for interchange area development are the same as might be applied in any well planned industrial park, shopping center or subdivision. There are, however, some unique considerations pertaining to interchange locations--many of which are associated with road-user service areas. Most of these special planning considerations are related to the safe and efficient movement of traffic in and around the interchanges.

IV. INTERCHANGE AREAS INVOLVING PUBLIC DOMAIN LANDS

Interchange areas covered by this study include:

1. Mayfield Interchange. This site is located at the intersection of I-80N and a graveled county road extending southerly from Mayfield to State Highway 67 northeast of Grandview.

2. West Bliss Interchange. This site is situated at the intersection of I-80N and US 30 two miles west of the village of Bliss.

3. Sage Junction Interchange. This site lies at the intersection of I-15 and Idaho State Highway 88 extending westerly between Rexburg and Mud Lake.

4-5. Sublett and Idahome Interchanges. These two interchanges are only 8 miles apart and will therefore be considered together. The Sublett interchange is located at the intersection of I-80N and a graveled county road extending easterly between Malta and Sublett. The Idahome interchange also involving public land is at the intersection of I-80N and a graveled county road extending easterly between Idahome and Heglar.

6. I-80N, US 93 Interchange is located 8 miles southeast of Jerome and 5 miles north of Twin Falls. Bruce Powers' report of June 1968 was prepared for this interchange area. Therefore little more than the influence of tourism and recreation will be mentioned concerning this interchange in this report. Nevertheless, the same planning concepts and principles indicated in this report will apply.

The interchange at the intersection of I-80N and the Cold Springs road, five miles east of Mountain Home, also involving public lands, will not be considered in this report since the alignment between Mountain Home and Hamett has not yet been firmly established.

Some of the information used in this section of the report relates to more than one interchange and may therefore appear repetitious if the reader reads the whole report. It was assumed, however, that the reader might be interested only in a particular interchange and for this reason some repetition was necessary.

MAYFIELD INTERCHANGE

General

The subject interchange lies just within the western boundary of Elmore County and approximately mid-way between Mountain Home (1960 pop. 10,075), the county seat, and Boise (1960 pop. 72,090), the State capitol. Distance between Boise and Mountain Home is 43 miles.

Interstate 80-N, a four-lane access controlled freeway, divided by a median strip to separate opposing traffic, is the major transportation route through southern Idaho linking the Pacific Northwest with the metropolitan areas of Denver and Salt Lake City. The graveled county road that intersects the freeway provides access to livestock ranches near Mayfield and the cultivated farms between the small farming communities of Orchard and Grandview.

For the purpose of this study the planning region is considered to be that area lying within a 25 mile radius of the interchange planning area. This region, encompassing approximately the western three-fourths of Elmore County, the southern tip of Boise, and nearly all of Ada, the eastern quarter of Canyon, and the northern portion of Owyhee counties, include several small farming communities. Most prominent are those located in the Boise Valley which serve as local trading centers.

Boise is the primary and Mountain Home the secondary trading center for the surrounding region. Other routes to these centers, via the freeway, include access to the freeway at the Regina interchange 3 miles northwesterly from the subject interchange or via various State and county roads.

Present Land Use

For the most part the land in the Mayfield interchange area is presently receiving little use other than livestock and wildlife grazing. The public land on the east side of the freeway is a common use area for sheep and cattle while that on the west side is primarily for cattle. Sheep use comprises part of several trailing operations in the spring and again in the fall, while cattle grazing occurs predominantly in the summer.

In addition to the livestock and wildlife use, a service station-cafe establishment in the northwest quadrant provides limited services and overnight camping and cabin accommodations. The appearance and activity of this business tends to indicate that it may be little more than a marginal operation. With better and more modern accommodations at both Mountain Home and Boise,

freeway traffic makes only limited use of these facilities. The only other use adjacent to the interchange is a marginal dry farming operation adjacent to the southwest quadrant.

Figure 3 shows the 1967 average daily traffic volume and turning movements to and from the freeway and cross-route.

Population

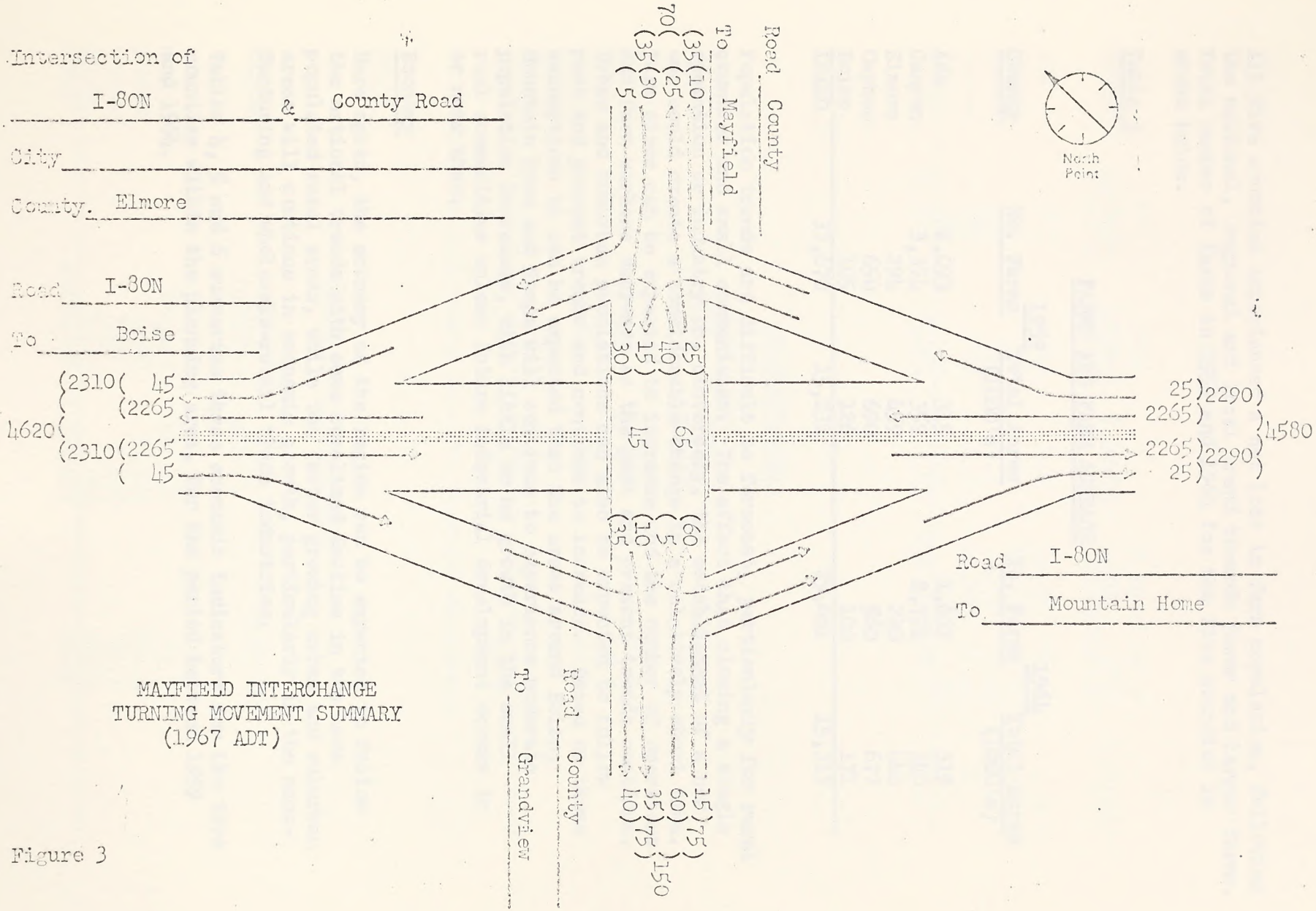
According to the 1960 census, there were approximately 175,262 people living within the 5-county area, parts of which this study is concerned. Over 109,729 or approximately 62% resided in communities while 65,533 lived in the rural areas. The overall population has tended to increase since the 1950 census as shown in Table 2.

Table 2

POPULATION CHANGE OF COUNTIES IN THE PLANNING AREA

County	1950	1960	Change	% Change
Ada	70,649	93,460	22,811	32.3
Canyon	53,597	57,662	4,065	7.6
Elmore	6,687	16,719	10,032	150.0
Owyhee	6,304	6,375	71	1.1
Boise	1,776	1,646	- 130	- 7.3
IDAHO	588,871	667,191	78,320	13.3

Growth within the area has not been uniform. The decline in Boise County is due to a lack of mining activity in recent years and rural to urban migration. The other extreme is the tremendous growth in Elmore County attributable to the development of 3 Titan missile bases near the Mountain Home Air Force Base. In 1962 a special census of Mountain Home revealed an increase from the 1960 population of 5,984 to 10,075. During the same period Elmore County population increased from 16,719 to approximately 20,800. Growth in Ada County is also representative of the rural-urban migration. Net gains during the subject decade in the 5-county area total 36,849. Since 1965 the growth has tended to level off in Elmore County because of reassessment and phasing out parts of the military and defense programs. Ada County, however, has sustained steady growth in urban population, reflecting the national trend toward urbanization.



MAYFIELD INTERCHANGE
TURNING MOVEMENT SUMMARY
(1967 ADT)

Figure 3

All five counties experienced a net loss in farm population, following the national, regional and local trend towards fewer and larger farms. Total number of farms in 1959 and 1964 for the five counties is shown below.

Table 3

FARMS AND FARM ACREAGE

County	1959 No. Farms	1959 Total Acres (1000's)	1964 No. Farms	1964 Total Acres (1000's)
Ada	2,093	315	1,667	319
Canyon	3,394	352	2,791	340
Elmore	294	459	240	444
Owyhee	650	690	560	677
Boise	105	126	100	171
IDAHO	33,670	15,232	29,661	15,312

Population trends are difficult to forecast, particularly for rural counties and small communities. The effect that closing a single operation or industry or, conversely, the establishemt of a new one could create a considerable change in a relatively short time. Farm sizes can be expected to increase and the number of operators and farm workers decrease as the past and present trends continue. Urban and suburban populations can also be expected to follow past and present trends and continue to increase. Based on these assumptions it can be expected that the areas around Boise, Mountain Home and Nampa will continue to experience moderate population increases, with little or no growth in the small rual communities unless future industrial development occurs in or near them.

Economy

Here again, the economy of the region can be expected to follow the national trends with some localized decline in the less populated rural areas, while the faster growing urban and suburban areas will continue in economic growth, particularly in the manufacturing and wholesale-retail trade industries.

Tables 4, 5 and 6 summarize three economic indicators for the five counties within the planning area, for the period between 1959 and 1964.

Table 4

AGRICULTURE

County	1959 Acreage (1000's)	1964 Acreage (1000's)	% Change	Product Value 1959 ($1000)	1964 ($1000)	% Change
Ada	315	319	1.0	16,267	16,674	2.5
Canyon	352	340	-3.4	47,505	57,325	20.7
Elmore	459	444	-3.2	4,222	8,630	104.4
Owyhee	690	677	-1.9	10,073	11,154	10.7
Boise	126	---	---	818	669	-18.2
IDAHO	15,232	15,312	.53	429,236	478,167	11.4

Table 5

MANUFACTURING

County	Value Added 1958 ($1000)	1963 ($1000)	% Change
Ada	21,652	30,580	41.2
Canyon	26,779	30,934	15.9
Elmore	1,051	879	-16.4
Owyhee	* ---	* ---	---
Boise	549	* ---	---
IDAHO	255,775	366,411	43.3

* Withheld in data source material to avoid disclosure.

Table 6

WHOLESALE-RETAIL TRADE

County	Sales 1958 ($1000)	1963 ($1000)	% Change
Ada	268,501	346,693	29.1
Canyon	122,416	168,072	37.3
Elmore	7,267	25,535	251.4
Owyhee	7,402	9,598	29.7
Boise	2,593	654	-70.9
IDAHO	1,486,198	1,726,097	16.1

Tourism and Recreation

Tourism is one of the prime indicators of future interchange and freeway use. Idaho's tourist trade is the third largest industry in the State in terms of dollar volume. In 1966, 5.8 million visitors brought $191.2 million into Idaho. (Agriculture brought $526 million; manufacturing brought $500 million.) Idahoans engaged in the travel industry agree that they have just scratched the surface of this lucrative market. The State Department of Commerce indicates that by 1980 tourism will be pushing for a tie with the first place industry. (Figures 4 and 5 show the increase in tourism between 1960 and 1966.)

Of interest is the fact that the adjoining State, Oregon, is considering reallocating funds that have been used to encourage tourists to visit the State. Indications are that the average tourist spends less than $10 per day in Oregon and is probably responsible for overcrowding of existing State parks and campgrounds and may be creating more problems than profit. It is anticipated that tourists would come to Oregon even without advertising for them. In lieu of advertising, the funds will be spent to develop new and expand existing campgrounds. It is conceivable that this approach in a bordering State may have an additional effect on increased tourist activity in Idaho in the future.

Nearly a third of Idaho's tourists come from California, with Washington, Utah, Montana, Nevada, and Oregon contributing the next largest percentages.

It was estimated that in 1966 each visitor to the State spent $9.00 per day and each group (3.1 persons) stayed 3.66 days. This means each group spent nearly $28 per day or slightly over $102 per trip. Tourism is given a big share of the credit for Idaho's gain in personal income for the year 1966. According to a continuing survey of all States conducted by Business Weekly Magazine, Idaho gained 6.5% in personal income in 1966 over 1965. This ranked Idaho second among the Mountain States.

Travel in the United States as a whole was up 9.4% in the first 11 months of 1965, according to the National Association of Travel Organization's "U. S. Travel Barometer." The Rocky Mountain Region was up 11.84%, second only to the Southwestern region with 13.98% gain (the Southwestern region includes California, Hawaii, Nevada, Arizona and New Mexico.) The Northwest was up 11.54% for a close fourth place gain. Idaho is considered to be part of both the Northwest and Rocky Mountain regions.

IDAHO TOURISM ESTIMATES

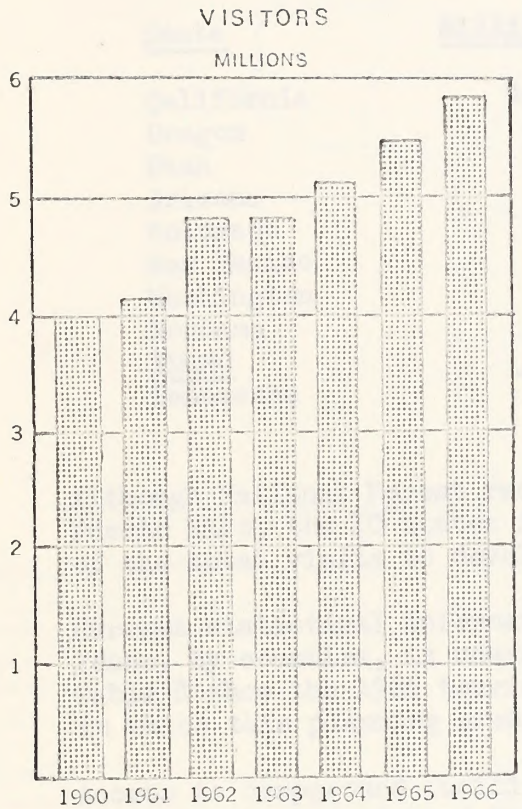


Figure 4

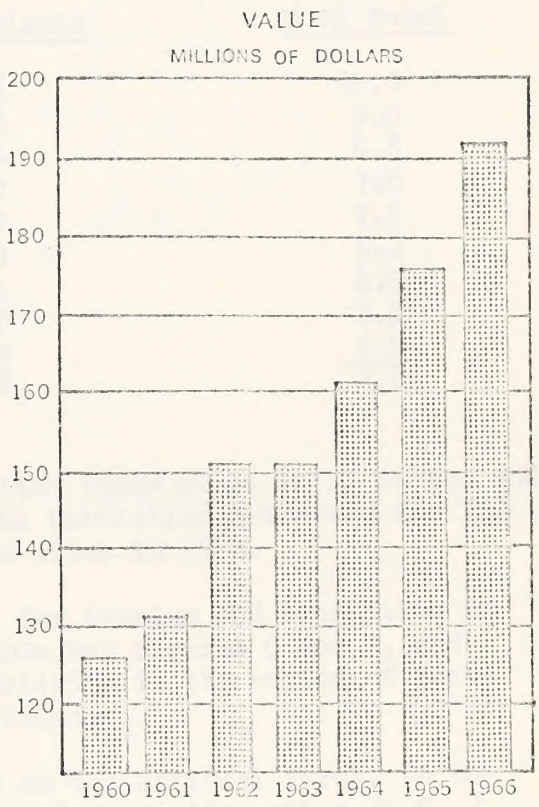


Figure 5

Recreation, an integral part of Idaho's tourist industry, is responsible for Idaho being ranked by the U. S. Forest Service among the top ten states (see Table 7) providing recreation sites on National Forests. Activities identified as reasons for recreational visits to Idaho include fishing, hunting, camping, winter sports, and visits to wilderness and primitive areas.

Table 7

1964 - RECREATION VISITS AT DEVELOPED SITES, BY STATE

State	Million Visits	% of Total
California	10.85	21.0
Oregon	5.08	9.0
Utah	4.56	8.8
Arizona	3.92	7.6
Colorado	3.89	7.5
New Mexico	2.73	5.3
Washington	2.31	4.5
Montana	1.50	2.9
IDAHO	1.49	2.9
Tennessee	1.02	2.0

Although National Forest recreation takes place in 41 states and Puerto Rico, the 10 states in the tabulation accounted for 72% of the total visits to developed sites in 1964.

Current statistical information for tourism and recreation in Idaho, by counties, is unavailable but Figures 6 and 7, and Table 8 show the 1966 tourist activity in the region of Idaho in which this planning area is located.

Access to campground facilities on the National Forest to the north and Bureau of Land Management recreation sites at C. J. Strike Reservoir and Bruneau Sand Dunes near the Snake River to the south, is primarily over better and more direct routes than from this interchange. At the present time recreation traffic has little if any effect on the volume of cross-route traffic.

ORIGIN—DESTINATION
Area 2

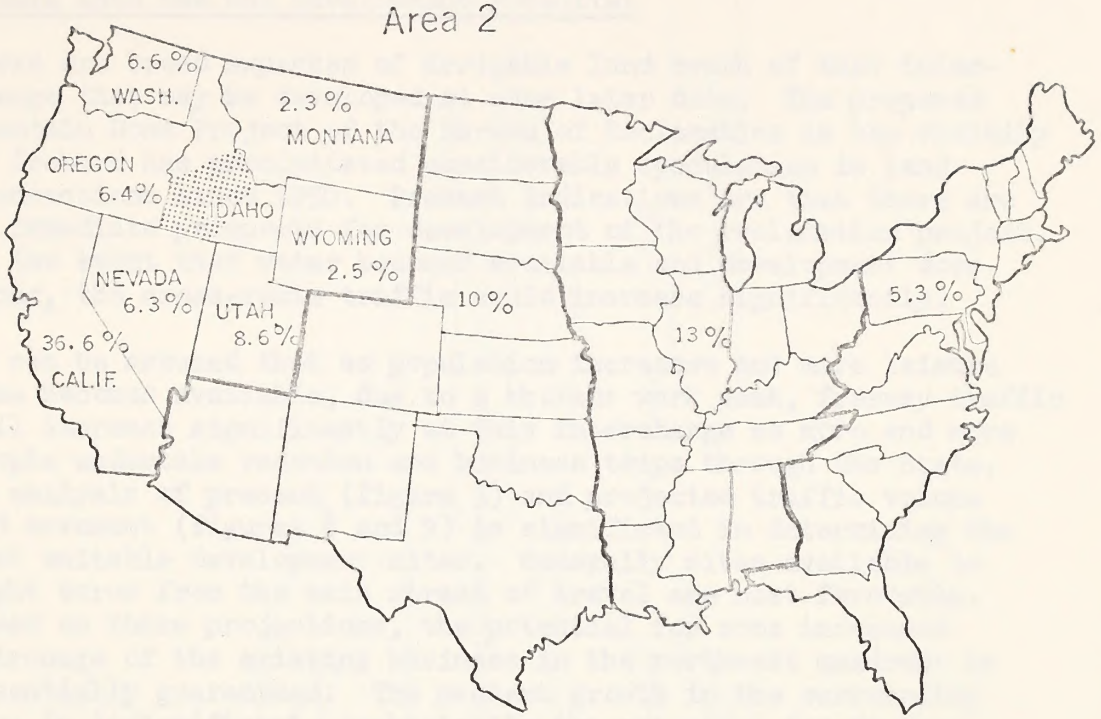


Figure 6

TOURIST CHARACTERISTICS

Expenditure/day/visitor	$9.20
Av.length of trip/group	6.4 days
Coming for business	5.7%
Coming for pleasure	94.3%
People per group	3.2
LODGING:	
Hotels	5.2%
Motels	50.8%
Camping	36.6%
Resorts	12.6%
Relatives, friends	26.2%
Av.mi.traveled in Ida./group	701
WHAT ATTRACTED EACH GROUP*	
Ads	14.7%
Friends	19.9%
Previous visits	50.3%
Passing through	17.8%
Relatives	11.5%
Wanted to see Idaho	11.0%
Business	2.1%
Miscellaneous	14.7%

*Due to multiple answers, total adds to more than 100%

Table 8

HOW EACH DOLLAR IS SPENT

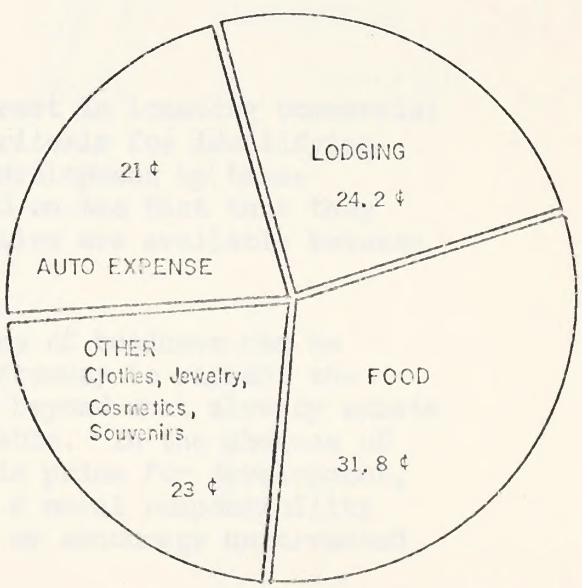


Figure 7

Future Land Use and Development Potential

There are broad expanses of irrigable land south of this interchange that may be developed at some later date. The proposed Mountain Home Project of the Bureau of Reclamation in the vicinity of Orchard has precipitated considerable speculation in land transactions since 1950. Present indications are that there are no immediate prospects for development of the reclamation project. In the event that water becomes available and development does occur, the cross-route traffic could increase significantly.

It can be assumed that as population increases and more leisure time becomes available, due to a shorter work week, freeway traffic will increase significantly at this interchange as more and more people undertake vacation and business trips through the State. An analysis of present (figure 3) and projected traffic volume and movement (figures 8 and 9) is significant in determining the most suitable development sites. Generally sites available to right turns from the main stream of travel are most favorable. Based on these projections, the potential for some increased patronage of the existing business in the northwest quadrant is essentially guaranteed. The present growth in the surrounding area is insignificant, so basically the potential for further development is tied directly to increased freeway traffic volumes. Although most of the land around the interchange has potential for intensive development, realization of this potential must be predicated on a properly planned, systematic development, responsive to and geared to match the growth of the area and the increase in freeway traffic.

Conclusions

Several parties have indicated an interest in locating commercial facilities at this interchange. The criteria for identifying this interchange as a prime site for development by these interested parties was apparently based on the fact that they feel inadequate highway service facilities are available between Mountain Home and Boise.

Whether a sufficient and economic volume of business can be captured from this 40 mile stretch of freeway to warrant the expense of developing other facilities beyond what already exists in the northwest quadrant is questionable. In the absence of information indicating that this site is prime for development, the Bureau of Land Management may have a moral responsibility to the existing operator to not invite or encourage unwarranted competition.

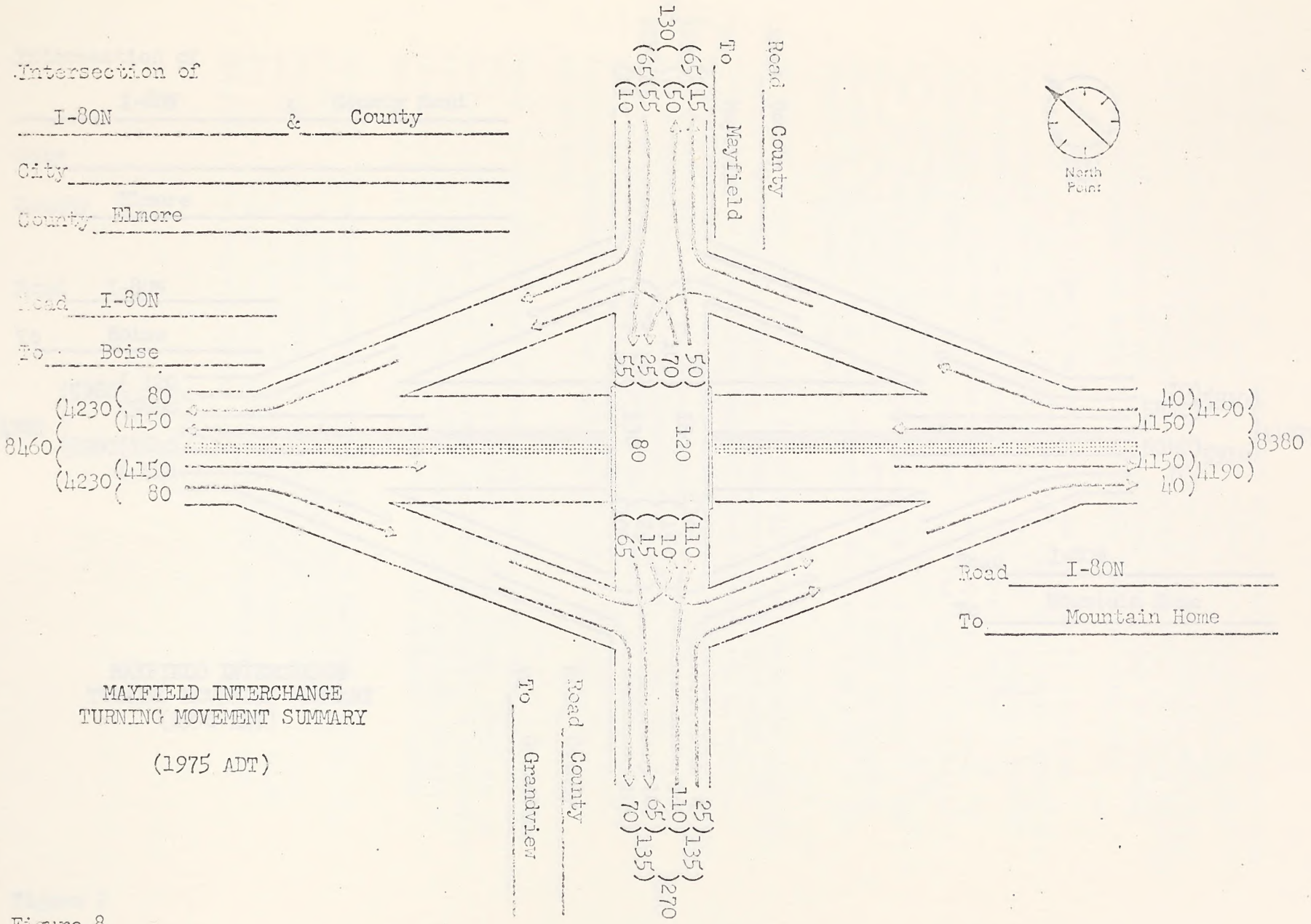

Intersection of
I-80N & County
City
County Elmore
Road I-80N
To Boise
Road County
To Mayfield
North Point
Road I-80N
To Mountain Home
Road County
To Grandview
MAYFIELD INTERCHANGE
TURNING MOVEMENT SUMMARY
(1975 ADT)

Figure 8

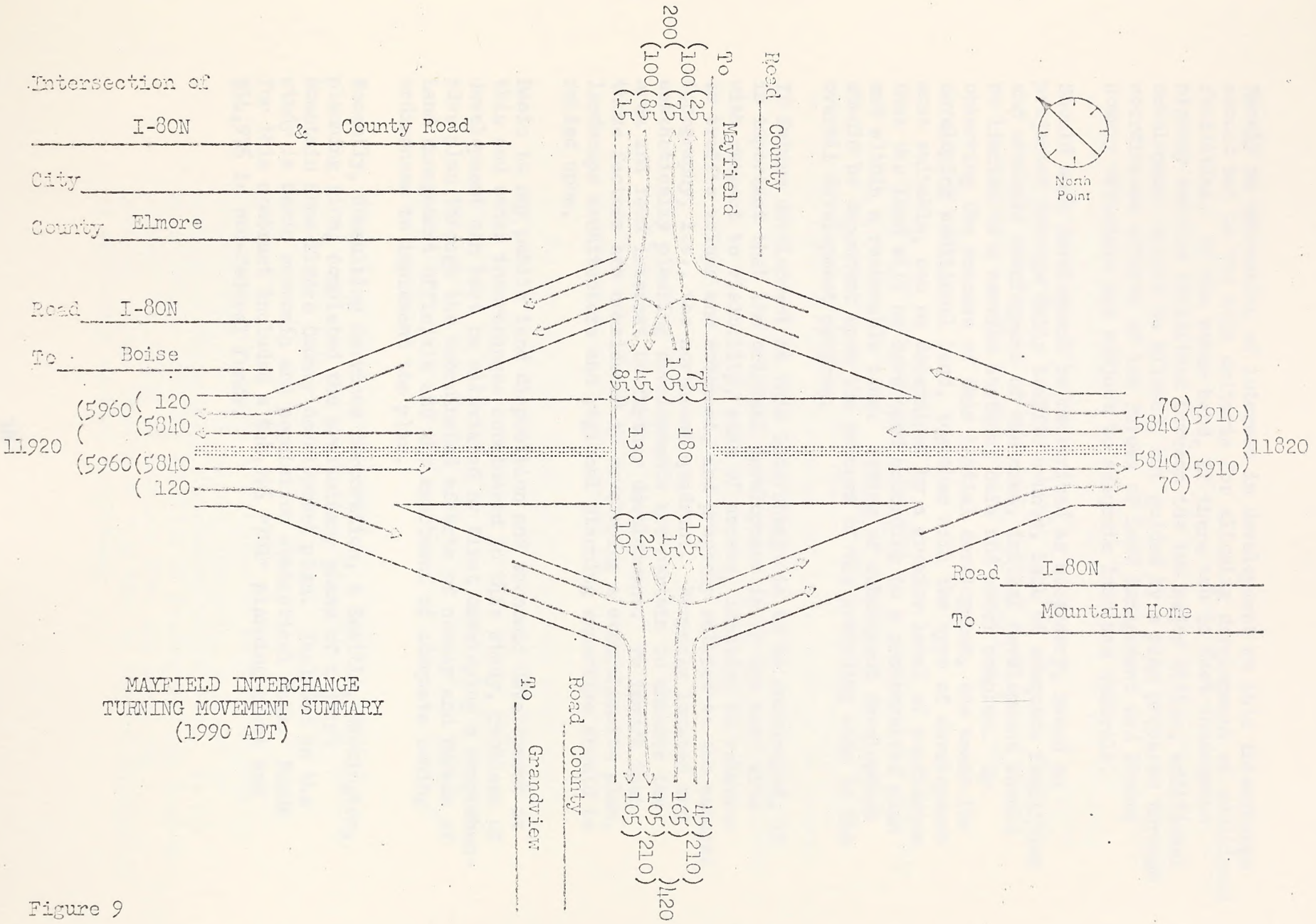

Intersection of
I-80N & County Road
City
County Elmore
Road I-80N
To Boise
Road County
To Mayfield
North Point
Road I-80N
To Mountain Home
Road County
To Grandview
11920
11820
420
MAYFIELD INTERCHANGE
TURNING MOVEMENT SUMMARY
(1990 ADT)

Figure 9

Merely an expression of interest in development at this interchange should not be the sole criteria for allowing development of additional facilities. On the other hand, if there are in fact inadequate highway service facilities between the two major cities, additional development should be allowed, but guided by a plan prepared through coordinated efforts of the Bureau of Land Management and Elmore County officials and subject to adequate land use controls.

Should such development be recognized as necessary, based on projected average daily traffic counts, lack of adequate facilities and economic development of the area, initial development should be limited to a service station, cafe and motel complex. By observing the success of this initial development, the needs for developing additional land, together with the type of development most suitable, can be determined by a greater level of confidence that the land will be developed according to a preconceived plan and within a reasonable time. Timing of subsequent development should be dependent upon the success of the preceding step in the overall development program.

If future development at this interchange is to be encouraged, it is important that the original development is on the best site with respect to visibility, ease of access, location in relation to traffic volume and movement, and properly related to the natural topography, i.e., the northeast quadrant. Properly located and aesthetically pleasing developments are certain to enhance the area and lend interest to further development. To insure that these factors are considered in developing a comprehensive plan, landscape architecture and regional planning expertise should be relied upon.

Basic to any public land disposition and economic development at this and other interchanges considered in this study, problems of development can best be alleviated by first developing a comprehensive plan through the coordinated efforts of county and Bureau of Land Management officials and the enactment of adequate zoning ordinances to implement the plan.

Recently, Consulting Services Corporation, a Seattle, Washington, planning firm, completed the preliminary phase of a joint Mountain Home-Elmore County development plan. Included in the study is basic economic and population statistical data. Funds for this contract included a $44,925 "701" planning grant and $14,975 in non-federal funds.

Alternatives

There is no simple formula for success in the decision-making process. Therefore, even the most successful manager or administrator can expect an occasional wrong decision. Any decision-maker is entitled to several alternatives of action and must recognize the economic, political, and social implications that should be taken into account. The alternatives presented here pertain to the transfer and/or retention and management of the public lands in the interchange planning area. There are basically four alternatives for the decision-makers to consider, each with its own peculiarities and consequences. These alternatives are discussed below:

Alternative No. 1

One alternative to any land-use decision is to maintain the "status quo," but this is easier said than done, especially in an area of potential economic growth and development when pressures are being imposed by potential developers. If it is determined that the public lands at this interchange are to be retained in federal ownership this could be done by classifying the land for multiple use management and retention in federal ownership or by classifying the land for open space and retention in federal ownership. Reasons in support of this alternative could include:

1. The subject lands are not covered by a completed comprehensive plan nor have they been zoned for commercial development; therefore, adequate land-use controls for promoting orderly development have not been enacted.

2. At the present time there is no existing water supply nor are there any plans for adequate sewage disposal. The trend now is to consider every cause of water pollution. The common practice of using a septic tank and leach system or merely a drill hole is no longer considered to be entirely adequate in aquifer areas of high porosity.

3. There is no tangible evidence that highway service facilities are needed at this interchange at the present time, especially since present existing facilities in the northwest quadrant are little more than a marginal operation. This being the case, if the Bureau of Land Management encourages development at other quadrants by transferring land to private interests, it might be accused of encouraging unwarranted competition. It is questionable that the 40 miles of freeway between highway service facilities at Mountain Home and Boise can generate enough traffic at this time to warrant development of additional service facilities.

4. At the present time several livestock operators use this area as a part of their year-round operation. Disposal of public land would necessitate reducing the AUM's of forage from livestock, and wildlife habitat accordingly.

Possible consequences of this type of decision might include:

1. The Bureau of Land Management is not meeting the demands for adequate highway service facilities since the existing facilities in the northwest quadrant are minimal and lack many modern conveniences including motel accommodations and cafe facilities with a pleasant atmosphere.

2. Projections indicate that average daily traffic volumes will increase to nearly 12,000 by 1990. To prevent development at this site to handle this traffic volume would tend to destroy or delay the economic development of the area.

3. Interest has been shown by several potential applicants for development sites at this interchange. To select this alternative will probably generate protests from these and other potential developers on the premise that the Bureau of Land Management is stifling free enterprise. This type of decision will not allow the Bureau of Land Management to test the market or interest in development of the area.

Alternative No. 2

The other extreme alternative is to tranfer all the public land adjacent to the interchange. Arguments in support of this alternative include:

1. Transfer of these lands would encourage development under our free enterprise system--and with development, more taxes would be realized by the county.

2. The land pattern at this interchange is such that if disposed of it would leave a more compact block of federal land. At the present time the land is in 4 tracts separated by the freeway and cross-route leaving it difficult to manage.

3. Access to larger blocks of public land are not dependent upon the subject lands, nor are they essential to existing or potential federal programs.

Possible consequences of this type of decision could include:

1. Since the county is not zoned, development could proceed without adequate land-use controls resulting in misplaced economics, unwise use of a valuable public asset, potential traffic hazards and movement problems, fouling of the natural environment, etc.

2. Theoretically, the Bureau of Land Management could be responsible for encouraging speculation, and flooding the real estate market thereby decreasing land values.

3. The decision is irreversible. Little chance remains to correct or improve unsightly and unplanned developments once they are allowed. To attempt to do so could require large expenditures of public funds at some future date.

Alternative No. 3

Transfer individual tracts in those quadrants where interest in development has been indicated, i.e., the northeast and the southeast quadrants. Reasons supporting this decision could include:

1. Potential development sites have good visibility, topography and soil conditions.

2. Cross-route traffic is relatively insignificant at the present time, therefore traffic congestion and turning movements will not be a problem.

3. Inadequate highway service facilities are available at this interchange. Those at the northwest quadrant are unattractive, without pleasant motel and eating accommodations, inconvenient access over a graveled road, etc.

4. Development would increase tax revenues to the county.

Possible unfavorable consequences of this alternative could include:

1. If large tracts are transferred the original owner could proceed to subdivide further. Zoning in Elmore County has not been effected so adequate land-use controls do not exist. This could result in haphazard development, create traffic hazards, prevent efficient development of hinterlands, etc. Each individual business site could be developed without consideration given to other existing and potential uses.

2. Available data does not indicate that it is economically feasible to satisfy each expression of interest or application for a business site. To do so could lead to over development of the interchange area.

Alternative No. 4

Sell the public land on a parcel by parcel basis for further development as warranted. Benefits of this alternative could include:

1. The northeast quadrant contains the most desirable topography, view, access and other factors for potential development.

2. A comprehensive plan for transfer and development prepared through the cooperative efforts of the county and the Bureau of Land Management with adequate zoning and land-use controls would maintain the integrity of the interchange area and provide for future development of the hinterland as the need arises.

3. This approach would allow time and the basis for the decision-maker to review his previous decision and its effect on the area.

4. This would allow the county time to evaluate their zoning of the area and provide an opportunity to make adjustments as necessary.

5. Property values could be stabilized.

Possible consequences of this alternative could include:

1. Delay the transfer of public lands until the county and the Bureau of Land Management have prepared a development plan for the area and zoning the county (or zoning the interchange area, though not as desirable) has been accomplished.

2. Other development could be undertaken near the interchange on private land in the northwest quadrant adjacent to the cross-route thus making future development on public lands less desirable.

If the decision-maker concludes that transfer of public lands at this interchange for development is proper, he must also consider the vehicle for accomplishing the transfer. Several public land laws could be used for this action, each having its own advantages

and disadvantages. It must be kept in mind, however, that the Public Sale Act (R.S. 2455), Small Tract Act, and Private Exchange do not provide for the necessary land-use controls to insure proper development.

On the other hand, the Public Land Sale Act of September 19, 1964, provides for the transfer of public lands for a variety of purposes but first the local authorities must have enacted adequate zoning regulations to direct how the land will be developed, in accordance with a comprehensive plan, and then classified accordingly. Here the Bureau of Land Management and county officials have an opportunity to cooperate in the development of a comprehensive plan for the area and the benefit of both local residents and the traveling public.

WEST BLISS INTERCHANGE

General

The subject interchange lies near the north rim of the Snake River Canyon and adjacent to the western border of Gooding County. Gooding (1960 pop. 2750), the county seat and the largest community in the county, is 15 miles to the east. This interchange is at the junction of I-80N and U. S. 30, just west of the village of Bliss (1960 pop. 91). For several years highway service facilities on U. S. 30 at Bliss have made it a major truck stop for cross country and local traffic. I-80N will bypass Bliss but interchanges with U. S. 30 will be constructed both east and west of Bliss.

For the purpose of this study, the planning region is considered to be that area lying within a 25 mile radius of the interchange planning area. This region encompasses approximately the southeastern quarter of Elmore, the southwestern third of Camas, the western fourth of Lincoln, the northwestern third of Twin Falls, the western fourth of Jerome, the northeastern corner of Owyhee and all of Gooding Counties. Included in this region are several rural communities ranging in population (1960 census) from 20 at Corral (Camas County) to 20,893 at Twin Falls (Twin Falls County). Twin Falls is the primary trading center for the region with the towns of Buhl, Jerome, and Gooding of secondary importance.

Present Use

For the most part the lands lying within this area are semiarid range land important to local livestock operations, watershed, and wildlife habitat. The balance of the area is devoted to irrigated crops including alfalfa, potatoes, sugar beets, beans, small grains and corn. The public lands adjacent to the interchange are used by three licensed cattle operations and one licensed sheep operation. The most prominent recreation activity on public land in the vicinity is the hunting of deer, upland game birds, and migrating waterfowl.

Population

According to the 1960 census, there were 90,795 people living within the seven-county area, of which this study is concerned. Over 38,350 or approximately 58% resided in communities while 52,440 lived in rural areas. The overall population has tended to increase as shown in table 9 below.

Table 9

POPULATION CHANGE OF COUNTIES IN THE PLANNING AREA

County	1950	1960	Change	%Change
Camas	1,078	917	-161	-15.0
Elmore	6,687	16,719	10,032	150.0
Gooding	11,097	9,544	-1,553	-14.0
Jerome	12,074	11,712	-362	- 3.0
Lincoln	4,256	3,686	-570	-13.4
Owyhee	6,304	6,375	71	1.1
Twin Falls	40,981	41,842	861	2.1
IDAHO	588,871	667,191	78,320	13.3

As indicated in the table, four counties lost population, two increased only slightly and one had tremendous growth. Those losing population are indicative of the national rural to urban migration trend. Growth in Elmore County is attributed to development of the Mountain Home Air Force Base and of accompanying Titan missile sites. Growth in Twin Falls County is attributed primarily to the growth of the City of Twin Falls (14.4% during the 1950-1960 decade). All seven counties in the study area experienced a net loss in total farms and farm population following the current national trend toward fewer and larger farms. Total farms in 1959 and 1964 for the seven county area is shown in table 10.

Table 10

FARMS AND FARM ACREAGE 1959-1964

County	No. Farms	Total Acres (1000's)	No. Farms	Total Acres (1000's)
Camas	109	158	103	166
Elmore	294	459	240	444
Gooding	912	275	895	300
Jerome	1,056	212	981	232
Lincoln	374	148	348	150
Owyhee	650	690	560	677
Twin Falls	2,241	563	1,907	560
IDAHO	33,670	15,232	26,661	15,312

It can be expected that the cities of Twin Falls and Jerome will continue moderate population growth but the smaller rural communities will show little or no increase and perhaps even decline further unless future industry develops in or near them.

Economy

The economy of this region can also be expected to follow the national declining trend in the less populated rural areas, while faster growing urban and suburban areas will continue in economic growth, particularly in the manufacturing and wholesale-retail trade industries. For the period 1958 to 1964, tables 11, 12 and 13 summarize three economic indicators for the seven-county area.

Table 11

AGRICULTURE

County	1959 Acreage (1000's)	1964 Acreage (1000's)	%Change	Product Value 1959 ($1,000's)	Product Value 1964 ($1,000's)	%Change
Camas	158	166	5.0	1,886	1,938	2.8
Elmore	459	444	-3.3	4,222	8,630	104.4
Gooding	275	300	9.1	10,200	12,254	20.1
Jerome	212	232	9.4	20,510	21,803	6.3
Lincoln	148	150	1.4	4,956	5,064	2.1
Owyhee	690	677	-1.9	10,073	11,154	10.7
Twin Falls	563	560	-0.5	41,759	36,328	-13.0
IDAHO	15,232	15,312	.53	429,236	478,167	11.4

Table 12

MANUFACTURING

County	1958 Value Added ($1,000's)	1963 Value Added ($1,000's)	%Change
Camas	---*	---*	---
Elmore	1,051	879	-16.3
Gooding	104	435	318.3
Jerome	1,725	---*	---
Lincoln	---*	---*	---
Owyhee	---*	---*	---
Twin Falls	9,877	17,585	78.0
IDAHO	255,775	366,411	43.3

* Withheld in data source material to avoid disclosure.

Table 13

WHOLESALE-RETAIL TRADE

County	1958 Sales ($1000)	1963 Sales ($1000)	%Change
Camas	2,212	2,179	-1.5
Elmore	16,180	16,622	27.3
Gooding	21,052	16,054	-23.7
Jerome	28,816	28,729	-3.0
Lincoln	4,474	4,708	5.0
Owyhee	7,402	8,598	-22.7
Twin Falls	144,202	157,612	23.6
IDAHO	1,486,198	1,726,097	16.1

Tourism and Recreation

As indicated previously, statistical information on tourism and recreation in Idaho by counties is unavailable but the discussion on pages 31 to 35, pertaining to the Mayfield Interchange area, is also applicable to this interchange area.

Tourist attractions in the area that may have some influence on the subject interchange and any future development include a wide variety of interesting natural and historical attractions. Prominent among these are the Snake River Canyon to the south; Thousand Springs, southeast of Hagerman; the balanced rock west of Buhl; Dead Horse Cave and the City of Rocks, northwest of Gooding; Three Island Crossing on an early emigrant trail south of Glenns Ferry; Indian writings in the rimrocks and canyons north of Bliss; Frontier Town at Bliss, etc. Hunting activities include excellent pheasant, chukar and Hungarian partridge, and deer hunting in the rimrocks and canyons north of Bliss; migratory bird hunting at Mormon Reservoir south of Fairfield, and along the Snake River and irrigation canals. Prominent fishing activities include ice and trout fishing in Mormon Reservoir, sturgeon fishing in the Snake River, trout fishing in its clear cold tributaries, and bass fishing in some of the marshes. Several private, State and Federal fish hatcheries and "trout farms" are located in the Snake River canyon. Summer water recreation, in addition to fishing includes boating, waterskiing and hydroplaning on the Snake River. Winter sports activities include cutter racing, skiing, and snowmobiling in the hills to the north. As with other interchange areas studied in this report, outdoor recreation is growing rapidly with more leisure time and greater affluence of the local and visiting public.

Future Land Use and Development Potential

The greater part of the public land in the vicinity of this interchange and within the planning area has little potential for more intensive use than improved grazing, watershed, and wildlife habitat. Natural restrictions of topography, soils, rock outcroppings and available supplementary water are primary limiting factors. There are, however, several hundred acres north of Bliss that are covered with Desert Land applications pending showing of soil suitability and an adequate supply of irrigation water. Future agricultural development in this area is dependent upon these factors.

Projected average daily traffic and direction of flow at the subject interchange to the years 1975 and 1990, prepared by the State Department of Highways, is indicated in figures 10 and 11.

Highway service facilities at Bliss, only two miles from this interchange, are adequate for present traffic but will be inadequate to handle projected traffic volumes. With the traffic being routed around Bliss, there may be a move to provide additional facilities at the interchange one mile east of Bliss involving private lands, or at the subject interchange. On the other hand, development may occur in the town of Bliss in an effort to keep the present town alive.

Plans have been completed by the State Department of Highways for the construction of a rest area in conjunction with port of entry facilities four miles west of this interchange.

Projected rest area use for 1990 indicates the average daily traffic passing each site will be 5,231, of which 523 vehicles (1412 persons) will enter each rest area. Rest area facilities this near the interchange may have a significant effect on present and potential highway service facilities in Bliss or at either interchange.

Again, it is too late (and unfortunate) that the Bureau of Land Management and Gooding County did not have the opportunity to work with the State Department of Highways in developing a coordinated development plan for the area.

Conclusions

At the present time little interest has been shown in developments at this interchange. This does not preclude, however, that as the Bliss interchanges and freeway are completed certain strategic locations for business sites will be identified.

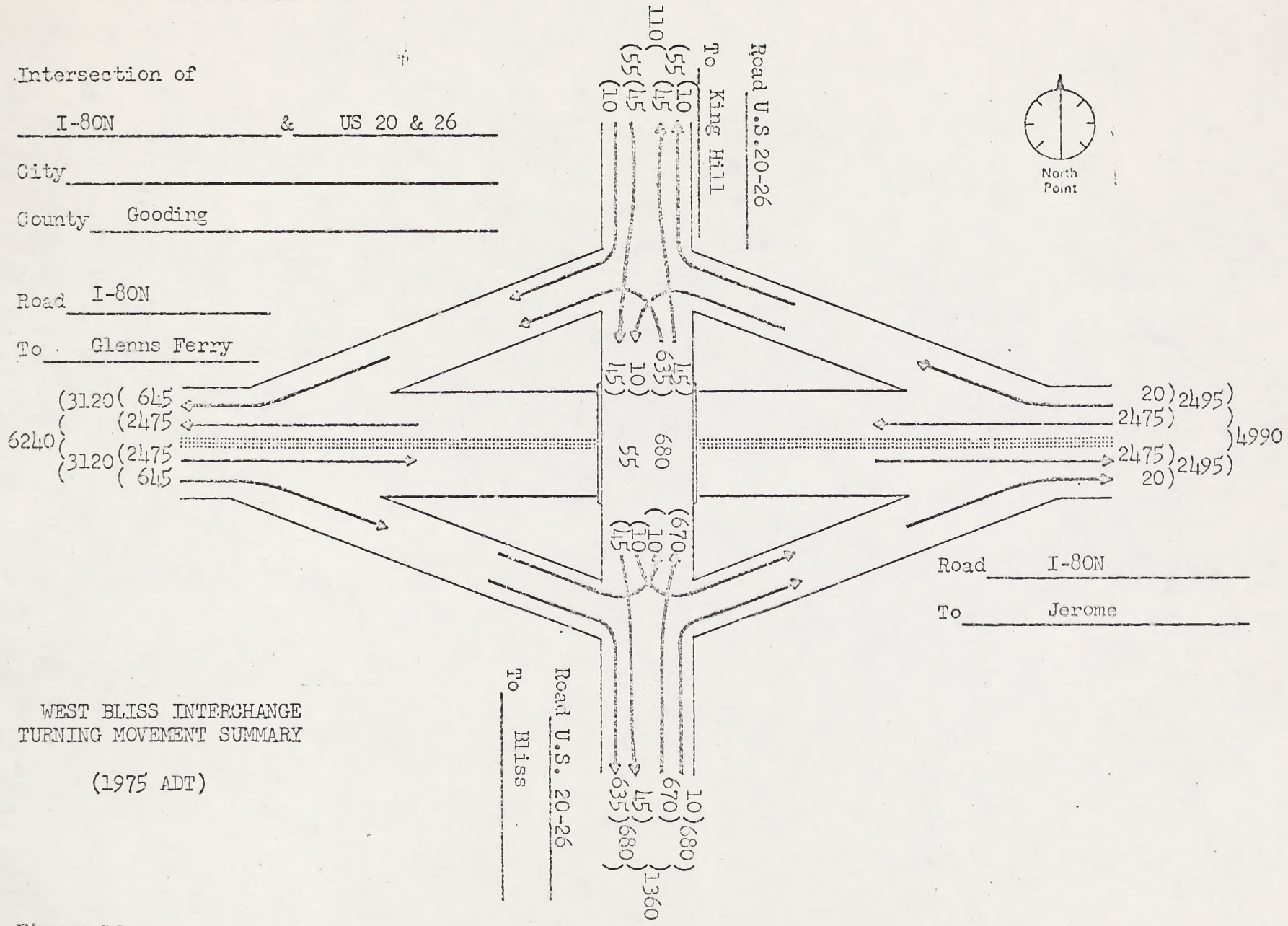

Intersection of
I-80N & US 20 & 26
City
County Gooding
Road I-80N
To Glenns Ferry
Road U.S.20-26
To King Hill
North Point
Road I-80N
To Jerome
Road U.S. 20-26
To Bliss
WEST BLISS INTERCHANGE
TURNING MOVEMENT SUMMARY
(1975 ADT)
6240
3120
2475
645
680
55
635
670
1360
4990
2495
1110

Figure 10

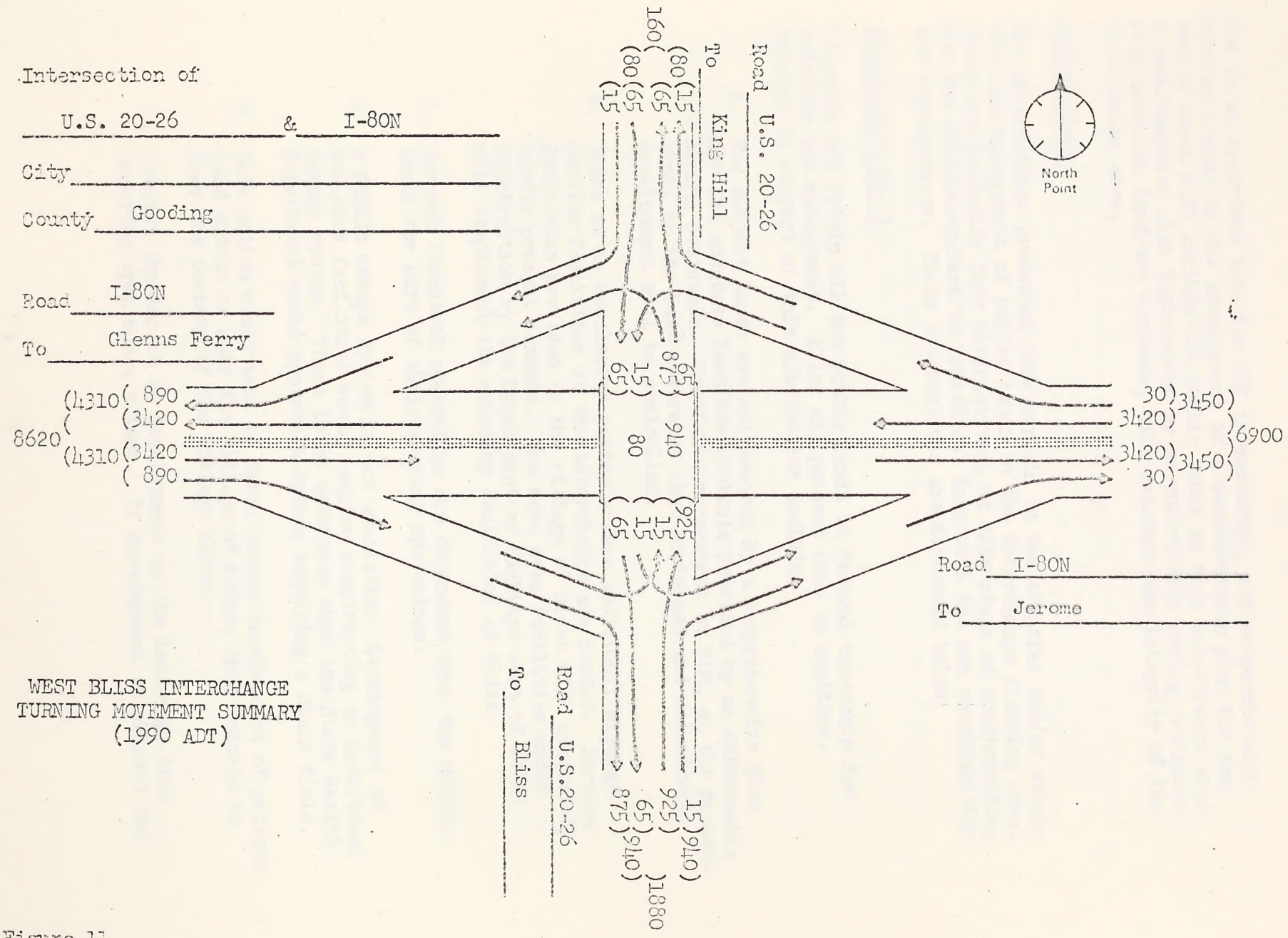

Intersection of
U.S. 20-26 & I-80N
City
County Gooding
Road I-80N
To Glenns Ferry
Road U.S. 20-26
To King Hill
North Point
Road I-80N
To Jerome
Road U.S. 20-26
To Bliss
WEST BLISS INTERCHANGE
TURNING MOVEMENT SUMMARY
(1990 ADT)
160
80
65
15
80
65
15
875
65
15
65
940
80
925
15
15
65
875
65
940
15
940
1880
8620
4310
890
3420
4310
3420
890
30
3450
3420
6900
3420
3450
30

Figure 11

Now is an opportune time for BLM to encourage, and cooperate with Gooding County in the development of a comprehensive plan for the county which will include the public lands in this interchange area. A comprehensive plan implemented by an enforceable zoning ordinance, with adequate land-use controls, will maintain the integrity of the interchange area.

Alternatives

The alternatives presented here pertain to the transfer and/or retention and management of public lands in the interchange planning area. There are basically four alternatives, at this stage of construction, for the decision-makers to consider. Each with its own peculiarities and consequences. These alternatives are discussed below:

Alternative No. 1

Classify and retain all the public lands in Federal ownership for multiple use management. Allow all present uses to continue. Reasons in support of this alternative include:

1. The subject lands are not covered by a comprehensive plan nor are adequate land-use controls provided by an enforceable zoning ordinance. Continued management by BIM, at the present time, is the best assurance that unplanned and undesirable development will be controlled.

2. There is no conclusive evidence that additional highway service facilities at the interchange are needed. Service facilities provided in the village of Bliss will adequately handle present demands. The rest area facilities under construction by the Department of Highways west of Bliss will supplement the existing facilities at Bliss.

3. Several livestock operations are dependent upon the public lands for part of their grazing operations.

4. A public sewage system is not available. Development of business facilities would require constructing an individual sewage system. There is no assurance that the State Health Department would approve a system requiring a drain field.

5. This action would tend to force future development of private land within or near the village of Bliss, thus helping to keep the economy of the village alive.

6. Prevent the impact of development on the landscape thus assuring open space values. If development is allowed the

area would take on the appearance of a strip development extending westerly from the interchange east of Bliss to the subject interchange.

Possible consequences of this decision might include:

1. Freeway traffic might avoid stopping and using facilities in Bliss since they are some distance from the freeway. This would have a detrimental effect on the economy of Bliss and Gooding County.

2. Taller, larger, and more advertising signs would be erected in Bliss to encourage use of service facilities.

3. Valuable land at the interchange would not contribute tax revenue to the county.

4. BLM could be accused of preventing the economic development of rural area.

Alternative No. 2

The other extreme alternative is to classify all the public land at the interchange for transfer to private ownership. Arguments in support of this alternative would include:

1. This action would place additional land on the county tax rolls. Revenue to the county would increase proportionately to the development of the area.

2. Development of a rural area would be encouraged, and at the same time provide the additional highway service facilities demanded by increased traffic volumes.

3. BLM would not be responsible for managing the land. Instead, it would shift to the county or other local government.

Possible consequences of this type of decision could include:

1. Existing livestock operations must be reduced by the carrying capacity of the land transferred.

2. Since the county does not have a comprehensive plan and is not zoned, development could proceed without the benefits of adequate land-use controls, resulting in misplaced economics, unwise use of a valuable public asset, potential traffic hazards and movement problems, fouling of the natural environment, etc.

3. Theoretically, the BLM could be responsible for encouraging speculation, and flooding the real estate market, thereby decreasing land values and tax revenues.

4. The decision is irreversible. Little chance remains to correct or improve unsightly and unplanned developments once they are allowed. To attempt to do so could require large expenditures of public funds at some future date.

Alternative No. 3

Transfer individual tracts as interest in development is indicated. Reasons supporting this decision could include:

1. If existing facilities at Bliss are inadequate, demand for additional facilities will generate a climate whereby development at the interchange could be economically feasible.

2. The interchange is so located that several sites have the visibility, topography, and accessibility to make them very desirable as potential development sites.

3. New developments would increase tax revenues to the county.

Possible consequences of this alternative could include:

1. Zoning in Gooding County has not been effected, consequently adequate land-use controls do not exist. Development allowed to proceed without the benefit of a comprehensive plan and adequate land-use controls, could result in haphazard development and numerous associated problems.

2. Available data does not indicate that it is economically feasible to satisfy each expression of interest for a business site. To do so could result in overdevelopment of the interchange area.

Alternative No. 4

Before active interest in developing the interchange area occurs, assist the county in developing a county-wide comprehensive plan. Encourage enactment of a zoning ordinance with adequate land-use controls. Include in the plan a more detailed master plan for development and management of the entire interchange area. Reasons for supporting this alternative include:

1. This action would prevent the tendency to "spot zone" just the interchange area in an effort to satisfy immediate needs as they arise.

2. A comprehensive plan for transfer and development prepared through the cooperative efforts of the county and BLM, and enactment of a zoning ordinance containing adequate land-use controls, would maintain the integrity of the interchange area.

3. This approach would allow the county time to prepare and enact zoning of the area and provide an opportunity to make adjustments as necessary. It would also provide the decision-makers with the basis for transferring or retaining and managing the public lands.

4. Property values could be stabilized.

Possible consequences of this alternative could include:

1. By delaying transfer and development of public lands until the Bureau of Land Management and the county have developed a comprehensive plan, and adequate land-use controls have been enacted through zoning, developers of private land could proceed to construct facilities without the benefit of adequate land-use controls. This could lead to future problems and circumvent any attempt to maintain the integrity of the interchange.

2. Delaying development through this action would have a detrimental effect on tax revenues to the county.

If after careful consideration of these and other alternatives, the decision-maker concludes that it is proper to transfer certain sites at this interchange to private ownership for developing highway service facilities, he must also consider the vehicle for accomplishing the transfer. See page 42.

SAGE JUNCTION INTERCHANGE

General

The subject interchange lies near the center of Jefferson County, 53 miles south of the Montana-Idaho State line and 25 miles north of Idaho Falls. Interstate 15 is the major transportation route through eastern Idaho linking the metropolitan areas of eastern Idaho, Montana and Utah. State Highway 88, the cross-road at this interchange provides access to farms, ranches and rural towns in the vicinity. U. S. Highway 20-191 to the east, and generally paralleling I-15 presently carries most of the local traffic and a large part of the tourist traffic between Idaho Falls and Yellowstone National Park.

For the purpose of this study, the planning region is considered to be that area lying within a 25 mile radius of the interchange planning area. This region encompassing approximately the western third of Fremont County, nearly all of Madison, the western half of Bonneville, the northern quarter of Bingham, the eastern quarter of Butte, the southern half of Clark and all of Jefferson counties, includes several small rural farming communities. Idaho Falls (1960 pop. 35,711) is the primary trading center for the surrounding region. Rural trading centers include Rexburg (1960 pop. 7025), St. Anthony (1960 pop. 2700) and Rigby (1960 pop. 2281).

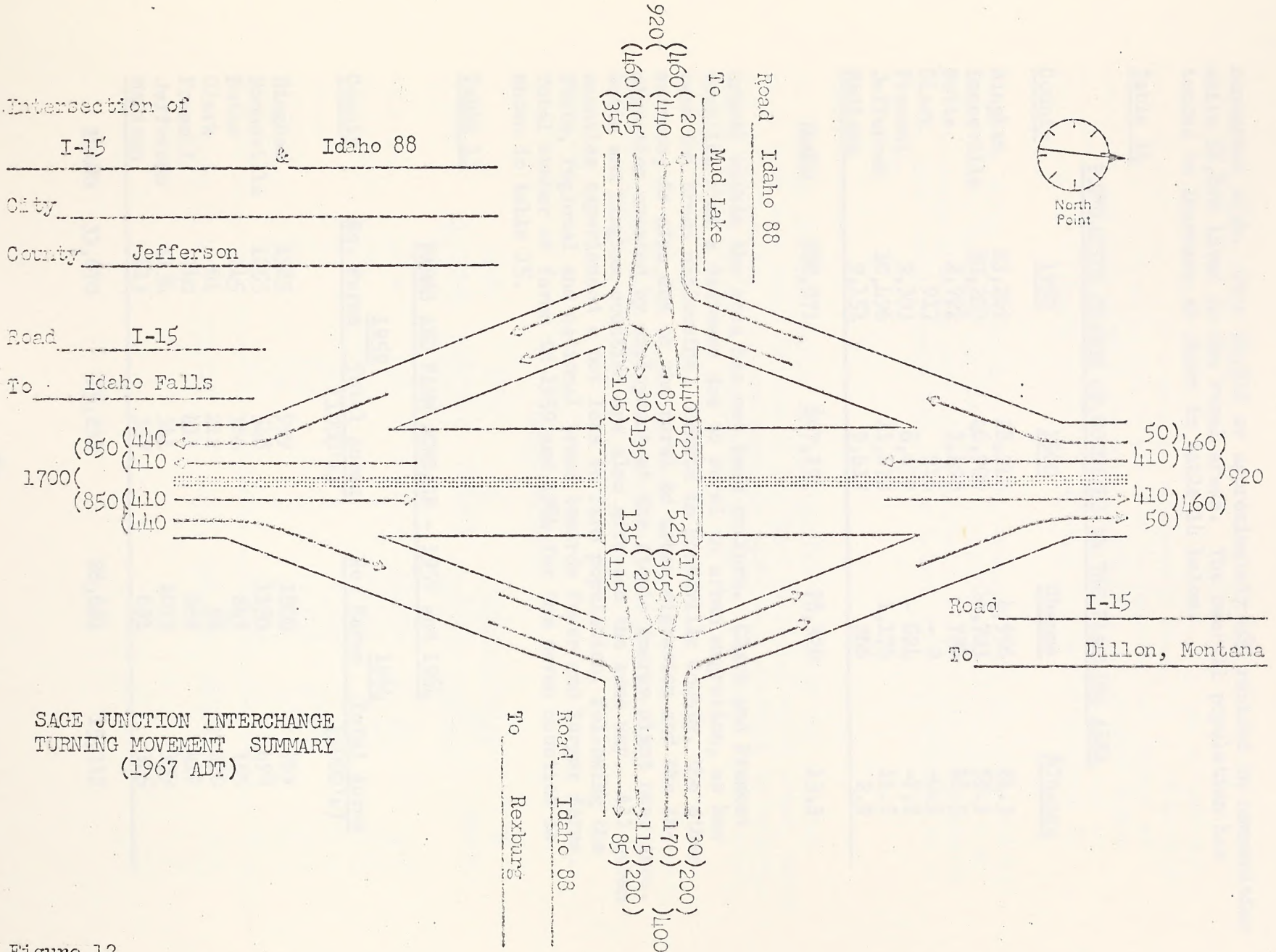
Present Land Use

For the most part, those lands within the Snake River plains that are under irrigation produce such crops as potatoes, small grains, sugar beets and alfalfa. The fertile foothills produce good, dry farm crops of wheat and barley. The remaining lands are important for livestock grazing, watershed, wildlife habitat, and/or forest products. The land near the interchange is characteristic of the gently rolling Snake River plains and used primarily for livestock grazing. The public lands and adjacent private land west and northeast of the interchange are used by 31 spring-fall sheep grazing operations. The public and adjoining private land to the southeast is used by one cattle operation in the spring and fall. Some hunting activity may be made of surrounding public lands but little or none in close proximity of the interchange.

Figure 12 identifies the 1967 average daily traffic volume and movement patterns at this interchange.

Population

According to the 1960 census, there were approximately 109,305 people living within the seven-county area, parts of which this study is



SAGE JUNCTION INTERCHANGE
TURNING MOVEMENT SUMMARY
(1967 ADT)

Figure 12

concerned with. Over 50,615 or approximately 46% resided in communities while 58,690 lived in the rural areas. The overall population has tended to increase as shown in table 14 below.

Table 14

POPULATION CHANGE OF COUNTIES IN THE PLANNING AREA

County	1950	1960	Change	%Change
Bingham	23,262	28,218	4,956	21.3
Bonneville	30,203	46,906	16,703	55.3
Butte	2,722	3,498	776	28.5
Clark	917	915	- 2	-0.3
Fremont	9,303	8,679	- 624	-7.2
Jefferson	10,496	11,672	1,176	11.2
Madison	9,151	9,417	266	2.9
IDAHO	588,871	667,191	78,320	13.3

Growth within the area has not been uniform. Clark and Fremont counties show a decrease due to rural to urban migration, as has been the trend nationwide. Growth in Bonneville County, the other extreme, is also due to the rural to urban migration and the in-migration created by employment at the Atomic Energy plant near Arco. Butte and Bingham counties are also affected the same way. All seven counties experienced a net loss in farm population, following the State, regional and national trend towards fewer and larger farms. Total number of farms in 1959 and 1964 for the seven counties is shown in table 15.

Table 15

FARMS AND FARM ACREAGE - 1959 and 1964

County	1959		1964	
	No. Farms	Total Acres (1000's)	No. Farms	Total Acres (1000's)
Bingham	1985	999	1860	969
Bonneville	1255	548	1150	498
Butte	245	166	243	155
Clark	61	212	58	220
Fremont	740	411	669	412
Jefferson	1134	341	1013	339
Madison	813	357	691	345
IDAHO	33,670	15,232	26,661	15,312

Population trends are difficult to forecast, particularly for rural counties and small farming communities. Again, the effect that closing a single operation or industry or conversely the establishment of a new one could create a considerable change in a relatively short time. Farm sizes can be expected to increase and number of operators and farm workers decrease as the past and present trend continues. Urban and suburban population can also be expected to follow past and present state and national trends and continue to increase.

Based on these assumptions, it can be expected that the areas around Idaho Falls, Rexburg, and the other growing communities in the area will continue moderate population increases with little or no growth in the small rural communities unless future industry develops in or near them.

Economy

The economy of this region can be expected to follow the national trend with some local decline in the less populated rural areas, while the faster growing urban and suburban areas will continue in economic growth, particularly in the manufacturing and wholesale-retail trade industries.

Tables 16, 17 and 18 summarize three economic indicators for the seven counties within the planning area for the period from 1959 to 1964.

Table 16

AGRICULTURE

County	1959 Acreage (1000's)	1964 Acreage (1000's)	% Change	Product Value 1959 ($1000)	Product Value 1964 ($1000)	% Change
Bingham	999	969	-3.0	34,858	36,533	4.8
Bonneville	548	498	-9.1	20,643	23,918	15.9
Butte	166	155	-6.6	3,084	3,173	2.9
Clark	212	220	+3.8	1,168	1,471	25.9
Fremont	411	412	+ .2	11,656	14,113	21.1
Jefferson	341	339	- .6	16,077	18,372	14.3
Madison	357	345	-3.4	10,518	12,531	19.1
IDAHO	15,232	15,312	.53	429,236	478,167	11.4

Table 17

MANUFACTURING

County	Value Added 1958 ($1000)	Value Added 1963 ($1000)	%Change
Bingham	4,490	13,451	119.6
Bonneville	16,822	17,932	6.6
Butte	---*	---*	---
Clark	---*	---*	---
Fremont	429	1,138	165.3
Jefferson	119	1,505	1164.7
Madison	635	466	-26.6
IDAHO	255,775	366,411	43.3

* Withheld in data source material to avoid disclosure

Table 18

WHOLESALE-RETAIL TRADE

County	Sales 1958 ($1000)	Sales 1963 ($1000)	%Change
Bingham	42,530	75,027	76.4
Bonneville	147,557	161,500	9.4
Butte	4,569	4,869	6.5
Clark	782	1,015	29.7
Fremont	16,762	20,606	22.9
Jefferson	19,788	22,662	14.5
Madison	18,954	20,866	10.0
IDAHO	1,486,198	1,726,097	16.1

Tourism and Recreation

As indicated previously, one of the prime indicators of future interchange and freeway use is the tourist-recreation activity in the state. Recreation is probably the single most important factor responsible for the growing tourist industry. Statistical information for tourism and recreation in Idaho by counties is unavailable but figures 13 and 14, and table 19 indicate the 1964 tourist activity in that region of Idaho where this planning area is located.

ORIGIN—DESTINATION

Area 3

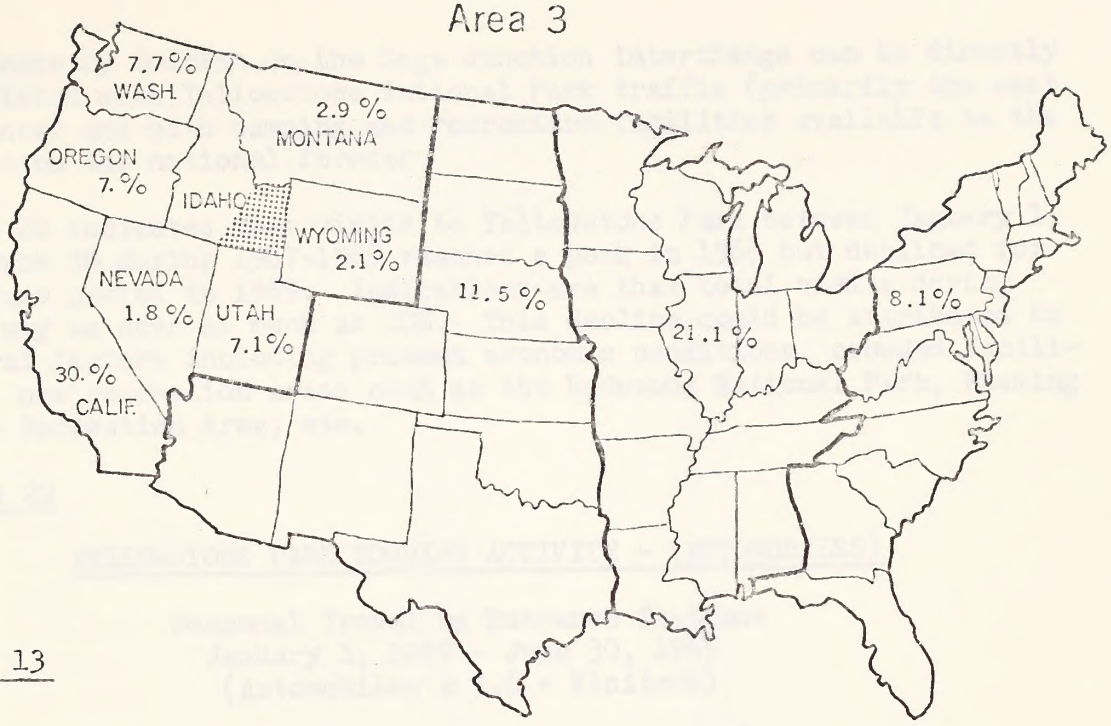


Figure 13

TOURIST CHARACTERISTICS

Expenditure/day/visitor	$6.65
Av.length of trip/group	2.8 days
Coming for business	17.4%
Coming for pleasure	82.6%
People per group	3.7
LODGING:	
Hotels	1.6%
Motels	28.1%
Camping	24.1%
Resorts	4.0%
Relatives, friends	20.2%
Av.mi.traveled in Ida./group	472
WHAT ATTRACTED EACH GROUP*	
Ads	9.9%
Friends	20.9%
Previous visits	31.2%
Passing through	53.0%
Relatives	10.7%
Wanted to see Idaho	10.3%
Business	3.2%
Miscellaneous	7.9%

*Due to multiple answers, total adds to more than 100%

Table 19

HOW EACH DOLLAR IS SPENT:

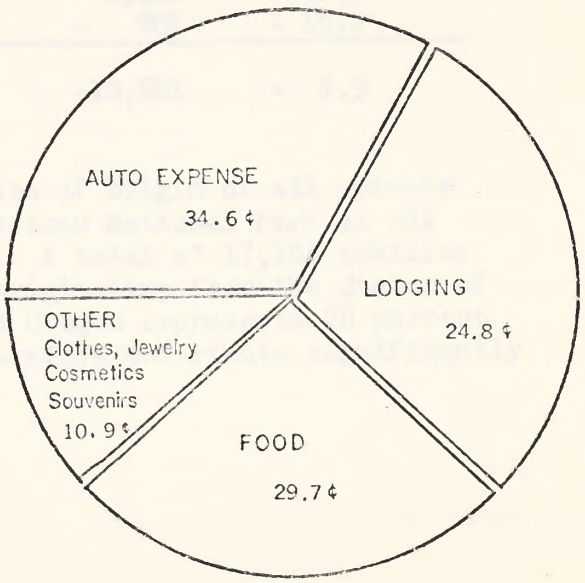


Figure 14

Influence by tourism on the Sage Junction interchange can be directly correlated with Yellowstone National Park traffic (primarily the west entrance) and with camping and recreation facilities available to the public on the national forests.

Table 20 indicates that visits to Yellowstone Park between January 1 and June 30 during 1967-1969 reached a peak in 1968 but declined for the same period in 1969. Indications are that total visits during 1969 may be down as much as 10%. This decline could be attributed to several factors including present economic conditions, crowded facilities, new recreation areas such as the Redwoods National Park, Flaming Gorge Recreation Area, etc.

Table 20

YELLOWSTONE PARK TOURIST ACTIVITY - (AUTOMOBILES)

Seasonal Travel by Entrance Stations
January 1, 1969 - June 30, 1969
(Automobiles x 3.6 = Visitors)

	1967	1968	1969	1968-69 Diff.	1968-69 Diff.(%)
North	19,053	19,754	17,320	- 2,434	- 12.3
West	37,142	44,685	43,418	- 1,267	- 2.8
East	28,919	30,586	32,939	+ 2,353	+ 7.7
South	42,075	44,369	35,957	- 8,412	- 19.0
Northeast	5,328	5,629	4,828	- 801	- 14.2
	132,517	145,023	134,462	-10,561	- 7.3

Table 21 represents a survey of the state of origin of all private non-commercial vehicles entering Yellowstone National Park at all entrances on July 13, 15, and 18, 1969. A total of 17,784 vehicles were included in the survey. Traffic originating from the States of California, Utah, Washington, Idaho and Oregon represents 28 percent of all visits to the park and might therefore contribute significantly to the traffic using this interchange.

Table 21

TRAVEL SURVEY - BY STATES

State	No. of Autos	%
1. California	2,372	13.3
2. Montana	1,146	6.4
3. Illinois	959	5.4
4. Utah	903	5.1
5. Michigan	814	4.6
6. Texas	772	4.3
7. Ohio	699	3.9
8. Canada	669	3.8
9. Washington	649	3.6
10. Minnesota	640	3.6
11. IDAHO	630	3.5
12. Colorado	600	3.4
13. Wyoming	551	3.1
14. New York	519	2.9
15. Wisconsin	459	2.6
16. Iowa	437	2.6
17. Oregon	412	2.3
18. Pennsylvania	395	2.2
19. Indiana	377	2.1
20. Missouri	336	1.9
TOTAL	14,339	80.5

Ten major Forest Service campgrounds in the vicinity, which may also have an influence on traffic use of this interchange, have facilities at the present time for 200 family units. Planned development will increase these family units to 300 by 1971. (Each family unit provides facilities for five people.) In addition to these major campgrounds, plans are being made for several "bedroom" facilities on national forest lands adjacent to Yellowstone and Teton National Park boundaries.

The National Park Service also reports that over 50 percent of the traffic entering Craters of the Moon National Monument is travelling either to or from Yellowstone and Teton National Parks. A large portion of this traffic may also influence this interchange. Table 22 reveals that over 60 percent of the traffic frequenting the monument comes from the same states mentioned previously. Table 23 shows total visits during the 4-year period from 1965-1968.

Table 22

CRATERS OF THE MOON - VISITS BY STATES
(1966)

State	%
Idaho	19.2
California	16.8
Washington	9.7
Oregon	9.1
Utah	5.5
TOTAL	60.4

Table 23

CRATERS OF THE MOON - VISITS BY YEAR

Year	Automobiles	Visitors
1965	45,915	183,866
1966	49,686	198,744
1967	53,398	213,592
1968	47,614	190,456
1969 (expected to be nearly the same as 1968)		

Other recreational areas in the vicinity that may also affect the traffic use of this interchange include the Sand Dunes with a potential of 10,000 visitor days and 14 other potential sites on public lands managed by the Bureau of Land Management. Beaver Dick, an unimproved State park, approximately 15 miles east of the interchange area, has potential for considerable tourist activity.

Another factor that may influence the traffic at this interchange in the future is the planned promotion of the "Redwoods to Yellowstone Route" which could conceivably route more traffic to this interchange from the west.

Future Land Use and Development Potential

The broad expanses of undeveloped land adjacent to and in the vicinity of this interchange has potential for agricultural development as does a considerable amount of the Snake River plains. Fertile volcanic ash soils are present but future development is predicated upon the availability of irrigation water. Unless water is made available it can be

expected that, at least in the near future, most of the surrounding land will continue to be important for watershed, livestock grazing, and wildlife habitat. The potential, however, does exist for improving forage production through seeding and more intensive management practices.

Theoretically, traffic from the southwestern United States, from such populated areas as Southern California, Phoenix, and Salt Lake City, would make I-15, thence east on Idaho 88, their fastest route to Yellowstone, Teton, and Glacier National Parks, and Canada. On that premise this interchange is strategically located for traffic leaving the interstate system for these areas. However, projected 1975 and 1990 average daily traffic counts (figures 15 and 16) indicate the greatest cross route movement is in the opposite direction, toward Mud Lake, Terreton, and the Salmon area, that there is practically the same volume of traffic traveling west on Idaho 88 as there is traveling north toward Montana on I-15. Since most of the north-south traffic through Idaho Falls still uses U. S. 20-191 in preference to I-15 to reach Rexburg and points north, the projections indicate that cross route traffic east from the interchange will be far less than to the west.

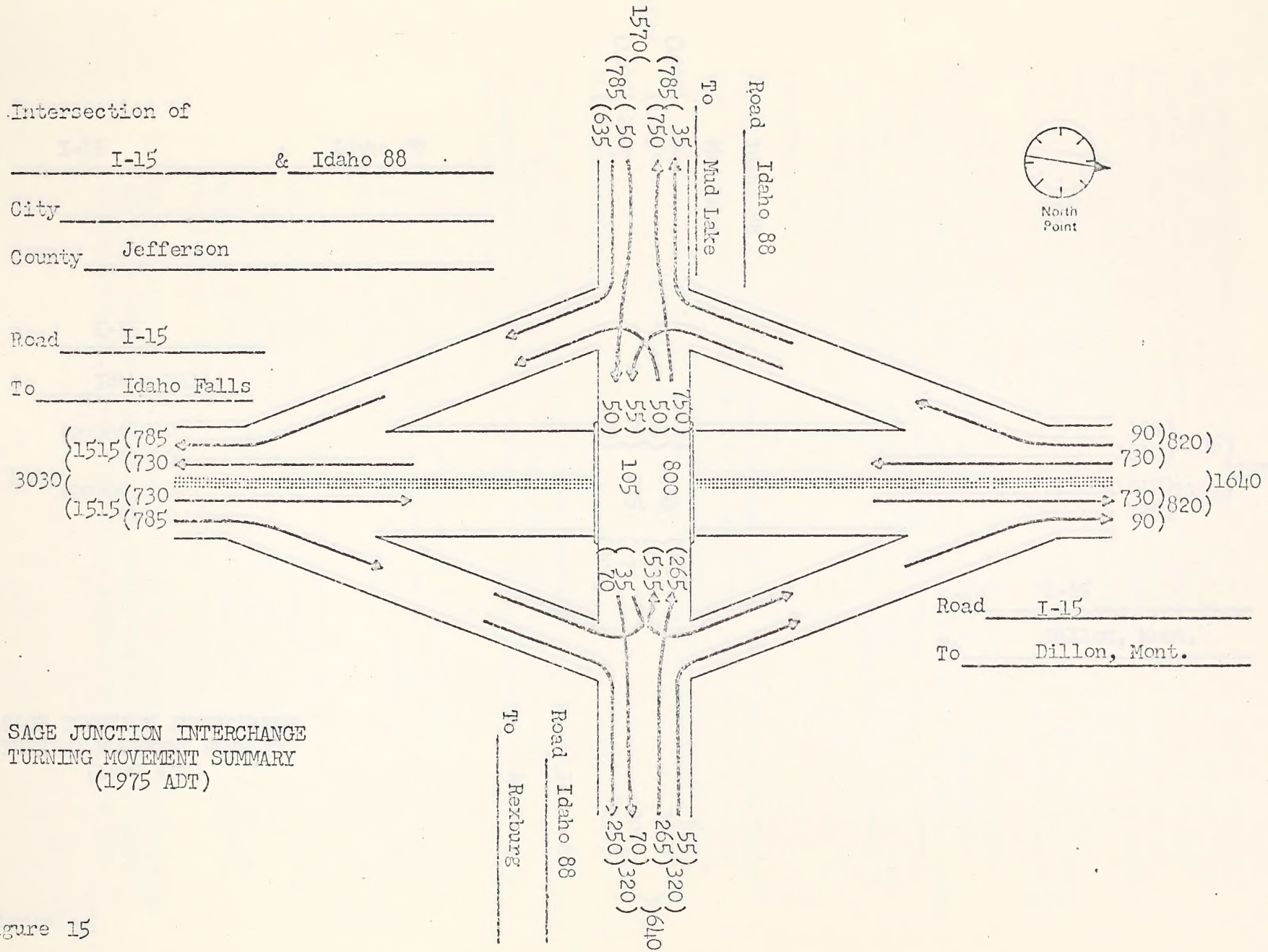
State Highway planners are in the process of planning a new 4-lane freeway northeasterly from Idaho Falls through Rexburg toward Yellowstone Park, generally following the present U. S. 20-191 route, and to be completed in the next 10 to 15 years. This new construction will essentially prevent this interchange from being highly significant as far as east and north bound traffic is concerned.

Since much of I-15 is nearing or has just been completed, adequate highway service facilities at interchanges have not been constructed. Presently the nearest service facilities adjacent to the freeway are at American Falls, approximately 110 miles to the south. Undoubtedly other interchanges will soon have service facilities under construction. Westbound traffic from the interchange has a definite lack of adequate modern service facilities and accommodations.

The Idaho Department of Highways is currently planning a rest area on each side of I-15, approximately one mile south of the interchange, with plans for future addition of a state weighing station on each side of the freeway. The design concept is to reflect consideration of topography, scenic views, geological and native plant features. These facilities are to be constructed during 1970.

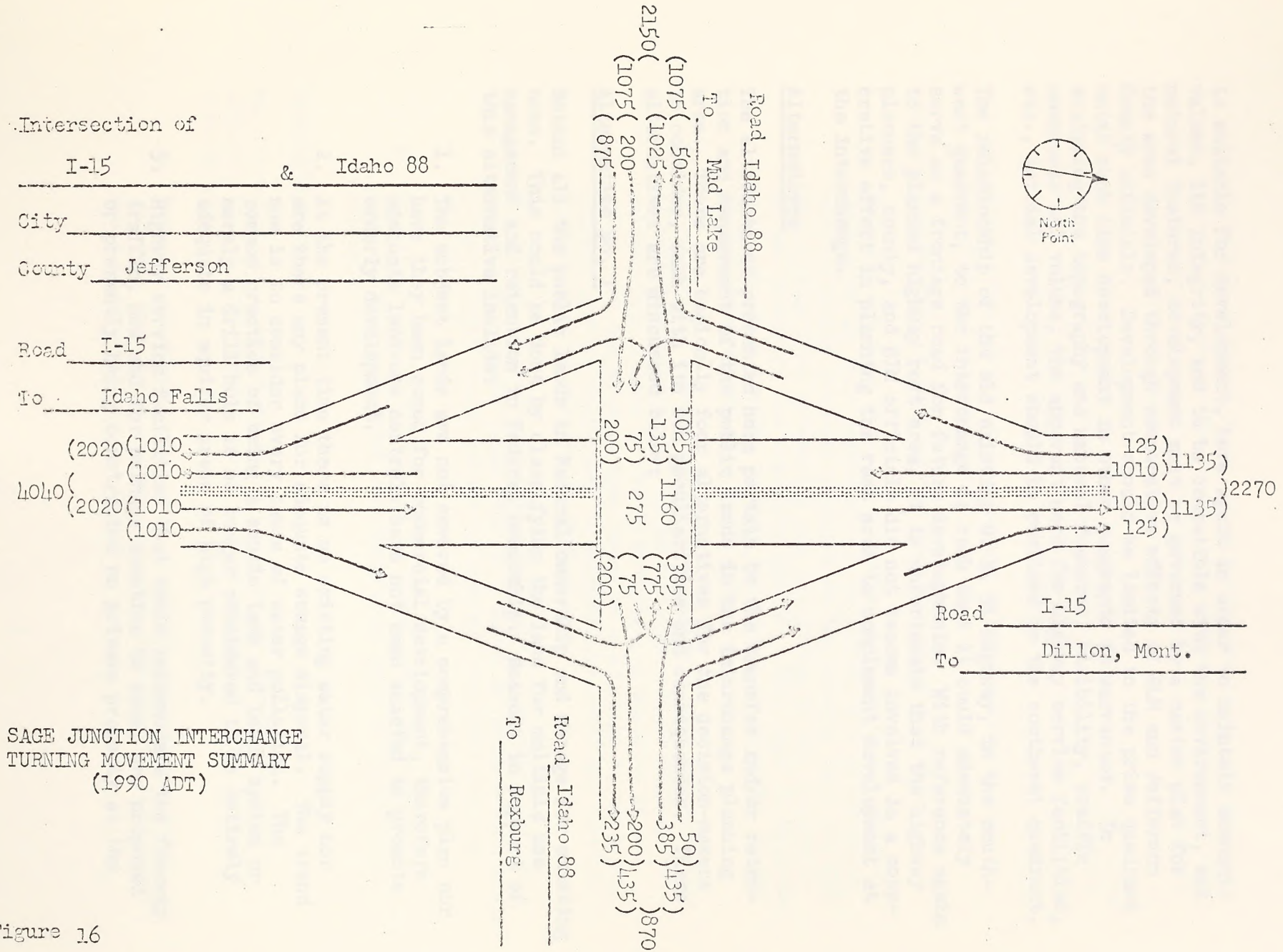
Conclusions

Parties showing an interest in acquiring land for a business site at this interchange include a major oil company interested in purchasing a tract in the northwest quadrant and a party interested in exchanging land for a suitable site. This is evidence that interest in development might be genuine. Although most of the land around this interchange



SAGE JUNCTION INTERCHANGE
TURNING MOVEMENT SUMMARY
(1975 ADT)

Figure 15



SAGE JUNCTION INTERCHANGE
TURNING MOVEMENT SUMMARY
(1990 ADT)

Figure 16

is suitable for development, here again in order to maintain economic values, its integrity, and to be compatible with the environment, and natural features, development must be governed by a master plan for the area developed through cooperative efforts of BLM and Jefferson County officials. Development should be limited to the prime quadrant until such time development in other quadrants is warranted. In analyzing the topography and natural features, visibility, traffic movements and volume, the apparent need for highway service facilities, etc., initial development should be confined to the southwest quadrant.

The relationship of the old existing U. S. 91 highway, in the southwest quadrant, to the interchange is such that it could adequately serve as a frontage road for future developments. With reference again to the planned highway rest area, it is unfortunate that the highway planners, county, and BLM officials did not become involved in a cooperative effort in planning the rest area to complement development at the interchange.

Alternatives

The alternatives presented here pertain to the transfer and/or retention and management of the public lands in the interchange planning area. There are basically four alternatives for the decision-makers to consider, each with its own peculiarities and consequences. These alternatives are discussed below:

Alternative No. 1

Retain all the public lands in Federal ownership and manage for existing uses. This could be done by classifying the land for multiple use management and retention in Federal ownership. Reasons in support of this alternative include:

1. The subject lands are not covered by a comprehensive plan nor have they been zoned for commercial development, therefore adequate land-use controls have not been enacted to promote orderly development.

2. At the present time there is no existing water supply nor are there any plans for adequate sewage disposal. The trend now is to consider every cause of water pollution. The common practice of using a septic tank and leach system or merely a drill hole is no longer considered to be entirely adequate in aquifer areas of high porosity.

3. Highway service facilities that could accommodate the freeway traffic, now and for perhaps sometime to come, are proposed or presently being constructed on private property at the

interchanges near Dubois, 24 miles to the north and near Roberts 9 miles to the south. Additional facilities at this interchange would have a detrimental effect on those already in existence or those being planned.

4. At the present time several livestock operators use this area as a part of their year-round operation. Disposal of public land would necessitate reducing the AUM's of forage from livestock, and wildlife habitat accordingly.

5. Prevent the impact of development on the landscape thus assuring open space values.

Possible consequences of this type of decision might include:

1. Interest has been shown by potential applicants for development sites at this interchange. To select this alternative would probably generate protests on the premise that the BLM is stifling free enterprise and not acting in the interests of the county or the traveling public. This type of decision will not allow the BLM to test the market or interest in the initial development of a rural area.

2. Average daily traffic projections indicate that the west leg of this interchange will be most active. State Highway 28 extends from Salmon to the interchange, a distance of 136 miles. At the present time there is a shortage of adequate highway service facilities to accommodate local and tourist traffic on this stretch of highway.

3. The amount of land needed to accommodate a service station-motel-cafe complex would require 5 acres or less, a relatively insignificant amount affecting present livestock grazing operations.

4. With rest area facilities to be constructed only one-half mile to the south other accommodations need to be provided nearby.

Alternative No. 2

The other extreme alternative is to transfer all the public land adjacent to the interchange. Arguments in support of this alternative include:

1. Transfer of these lands would encourage development under our free enterprise system--and with development, more taxes would be realized by the county.

2. Access to public land is not dependent upon the subject lands, nor is it essential to existing or potential federal programs.

Possible consequences of this type of decision could include:

1. Since the county is not zoned, development could proceed without adequate land-use controls resulting in misplaced economics, unwise use of a valuable public asset, potential traffic hazards and movement problems, fouling of the natural environment, etc.

2. Theoretically, the Bureau of Land Management could be responsible for encouraging speculation, and flooding the real estate market thereby decreasing land values.

3. The decision is irreversible. Little chance remains to prevent, correct, or improve unsightly and unplanned developments once they are allowed. To attempt to do so could require large expenditures of public funds at some future date.

Alternative No. 3

Transfer individual tracts in those quadrants where interest in development has been indicated; i.e., the northwest and the southwest quadrants. Reasons supporting this decision could include:

1. Potential development sites have good visibility, topography, soil conditions and access possibilities.

2. Traffic volumes are not significant enough to cause traffic hazards and turning problems if adequately planned for.

3. Development would increase tax revenues for the county.

4. Highway service facilities between the town of Salmon and the interchange are inadequate to satisfy present needs and even more inadequate for future projections.

Possible unfavorable consequences of this alternative could include:

1. Available data does not indicate that it is economically feasible or practical to satisfy each expression of interest or application for a business site. To do so could lead to overdevelopment of the interchange area.

2. If large tracts are transferred the original owner could proceed to subdivide further. Zoning in Jefferson County has not been effected so adequate land-use controls do not

exist. This could result in haphazard development, create traffic hazards, prevent efficient development of the hinterlands in the future, etc. Each individual business site could be developed without consideration given to other present or future uses.

Alternative No. 4

Based on a comprehensive plan developed cooperatively by the Bureau of Land Management and Jefferson County officials, transfer the public land on a parcel by parcel basis in the southwest quadrant, as needed for further development, after an adequate zoning ordinance has been enacted. Benefits of this alternative could include:

1. The southwest quadrant contains the most desirable topography, view, traffic volumes, access, and other factors to consider in development of highway service facilities.

2. A comprehensive plan for transfer and development, prepared through the cooperative efforts of the county and the Bureau of Land Management, with adequate zoning and land-use controls would maintain the integrity of the interchange area.

3. This approach would allow time, and the basis for the decision-maker to review his previous decision and its social, economic and political effect on the area.

4. This would allow the county time to evaluate its zoning of the area and provide an opportunity to make adjustments as necessary.

5. Property values could be stabilized.

Possible consequences of this alternative could include:

1. By delaying transfer and development of public lands until the Bureau of Land Management and the county have developed a comprehensive plan, and adequate land-use controls have been enacted through zoning, developers of private land could proceed to construct facilities in the southeast and the southwest quadrants without proper land-use controls. This could lead to future problems and circumvent any attempt to maintain the integrity of the interchange.

2. Delaying development through this action would have a detrimental effect on tax revenues to the county.

If the decision-maker concludes that it is proper to transfer certain sites at this interchange to private ownership for developing highway service facilities, he must also consider the vehicle for accomplishing the transfer. See page 42.

SUBLETT AND IDAHOME INTERCHANGES

General

Since these two interchanges are only 8 miles apart in essentially the same type of terrain and provide access to local livestock and farming operations and small rural communities, this analysis, though directed primarily to the Sublett interchange, will reflect equally on the Idahome interchange. Where differences are identified each will be considered separately.

These interchanges lay in the east central portion of Cassia County, about midway between the Idaho-Utah State line and the junction of I-80N and I-15W in terrain that is gently undulating to nearly flat. As indicated on page 26 of this report, I-80N is the major transportation route through southern Idaho linking the Pacific Northwest with the metropolitan areas of Denver and Salt Lake City. The graveled county road intersecting the freeway at the Sublett interchange provides access to local livestock ranches, the small communities of Malta (1960 pop. 250) and Sublett, and to the Sawtooth National Forest to the east. The county road intersecting the freeway at the Idahome interchange provides access to local livestock and farming operations. Primary trading centers for this area are Burley and Rupert.

For the purpose of this study the planning region is considered to be that area within a 25-mile radius of the interchange planning area. This region encompasses approximately the west half of Onieda, the eastern two-thirds of Cassia, the southern one-third of Minidoka, the southern tip of Blaine, and the western two-thirds of Power Counties. (Also within the study area but not considered in this report is the northern portion of Box Elder County, Utah.) Included in the area are the major communities of Burley (1960 pop. 8262), Rupert (1960 pop. 4153), and American Falls (1960 pop. 2602), and several small rural communities which provide only the basic services.

Present Land Use

The present use of the surrounding area is primarily for livestock grazing and wildlife habitat or agricultural crop production. Much of the public land between these two interchanges has been seeded to crested wheatgrass and fenced into allotments and pastures for management under a rotation grazing system. Authorized use by 13 livestock operations is primarily in the spring and again in the late fall. Generally private lands in the vicinity, if not used for livestock grazing, are either in small grain dry farming operations or where adequate irrigation water is available the predominant crops are alfalfa, small grains or potatoes. The only irrigated land

adjacent to either interchange is in the northeast quadrant of the Idahome interchange.

The only other intensive use adjacent to either interchange is a material site right-of-way in the northwest quadrant (Sublett interchange) issued to the Department of Highways for gravel and stockpiling purposes.

Since both interchanges and the freeway are presently under construction, no current average daily traffic counts are available.

Population

According to the 1960 census there were 42,827 people living within the 5-county area, part of which this study is concerned with. Over 17,800 or about 42% resided in communities while 25,027 lived in rural areas. The overall population has tended to increase as shown in table 24 below.

Table 24

POPULATION CHANGE OF COUNTIES IN THE PLANNING AREA

County	1950	1960	Change	%Change
Blaine	5,384	4,598	- 786	-14.6
Cassia	14,628	16,121	1,493	10.2
Minidoka	9,785	14,394	4,609	47.1
Oneida	4,386	3,603	- 783	-17.9
Power	3,987	4,111	124	3.1
IDAHO	588,871	667,191	78,320	13.3

Consistent with the population growth in the interchange areas identified previously, the population growth in this planning area has not been uniform. Growth in Cassia, Minidoka and Power Counties has resulted from development of new agricultural lands and associated manufacturing industries involving potato and sugar beet crops. The other counties display the trend of rural to urban migration. (It should be noted however that that portion of Blaine County within the study area is more closely represented by the Minidoka County statistical information than Blaine County statistics.)

The following table shows trends in farm acreage and number of farms from 1959 to 1964 by county as compared to state totals.

Table 25

FARMS AND FARM ACREAGE

County	1959 No. Farms	1959 Total Acres (1000's)	1964 No. Farms	1964 Total Acres (1000's)
Blaine	267	243	222	244
Cassia	1,142	646	978	674
Minidoka	1,276	312	1,120	360
Oneida	440	355	438	368
Power	339	412	329	462
IDAHO	33,670	15,232	29,661	15,312

This table shows the trend to fewer and larger farms. As indicated previously, population trends are difficult to forecast particularly for rural counties and small communities. The effect that closing a single industry or conversely, (as has happened in Cassia, Power and Minidoka Counties) the establishment of new ones can create a considerable change in a very short time.

Farm sizes can be expected to increase and the number of farms, operators, and farm workers continue to decrease as the trend continues. The urban areas of Burley, Rupert and American Falls can be expected to follow the present trend and continue to increase in size. The small rural communities will continue to decrease in population unless some form of industrial development or food processing enterprise is established in or near them.

Economy

The economy of this region, as with the others in this study, can be expected to follow the national trends. Some localized decline in rural areas can be expected with a faster growing economy in the more urban areas, particularly those with manufacturing and wholesale-retail industries.

The following three tables summarize three economic indicators for the five counties within the planning area for the period from 1959 to 1964.

Table 26

AGRICULTURE

County	1959 Acreage (1000's)	1964 Acreage (1000's)	% Change	Product Value 1959 ($1000)	Product Value 1964 ($1000)	% Change
Blaine	243	244	0.4	4,510	3,717	-17.8
Cassia	646	674	4.3	22,189	32,815	47.8
Minidoka	312	360	13.3	23,442	24,434	4.2
Oneida	355	368	3.7	5,342	4,834	9.5
Power	412	462	12.1	7,453	10,034	34.6
IDAHO	15,232	15,312	.53	429,236	478,167	11.4

Table 27

MANUFACTURING

County	1958 Value Added ($1000)	1963 Value Added ($1000)	% Change
Blaine	147	---*	---
Cassia	2,912	9,165	214.7
Minidoka	3,614	---*	---
Oneida	---*	---*	---
Power	---*	23,450	---
IDAHO	255,775	36,411	43.3

* Withheld in data source material to avoid disclosure

Table 28

WHOLESALE-RETAIL TRADE

County	Sales 1958 ($1000)	Sales 1963 ($1000)	% Change
Blaine	7,817	9,231	18.0
Cassia	39,579	51,635	30.1
Minidoka	23,332	29,231	25.3
Oneida	6,402	5,091	-20.4
Power	11,281	11,357	0.7
IDAHO	1,486,198	1,726,097	16.1

Tourism and Recreation

As indicated in the previous section, one of the prime indicators of future interchange and freeway use is the tourist trade. Recreation is probably the single most important factor responsible for the growing tourist industry.

Statistical information for tourism in Idaho by counties is unavailable but figures 13 and 14 and tables 19, 20 and 21 pertaining to the Sage Junction interchange area are also applicable to this interchange area.

Existing recreational facilities in the area which may influence traffic volumes at the Sublett interchange include the campground at Sublett Reservoir. The 1968 records indicate 1500 visitor-days use of the five primitive family units. It is estimated that activity will increase by 25% each year for the next 10 years. The Lake Fork campground, also near Sublett Reservoir and having only two family units, recorded 400 visitor-days in 1968. Development to 10 family units will be completed by the fall of 1969. Indications are that by 1970 visits will be increased five times and continue to increase by 25% each year for the next 10 years. The City of Rocks State Park is being used more each year but no records of actual use are available. It is anticipated that future use will increase proportionately with those recreation sites mentioned above.

The Pomerell ski lift, approximately 25 miles west of the Sublett interchange, may also have some influence on recreation traffic at this interchange.

Future Land Use and Development Potential

Though the greater amount of public land between and adjacent to these interchanges is in class I of the soil capability classes, it is unlikely that irrigated agriculture will be developed in the near future. These interchange areas are within the "critical ground water area," identified by the Idaho State Department of Reclamation in July of 1963. Unless other sources of water become available, the present land uses will continue.

Potential developments that may have some influence on the Sublett interchange include: (1) A proposal by General Mills to build a grain elevator on private land west of the interchange. (2) Rerouting, upgrading and paving of State Highway 77 from the interchange, west through Malta, Albion and Declo to Rupert. (3) Construction of highway maintenance facilities on the existing material site right-of-way, (I-05122) in the northwest quadrant.

Highway service facilities are available at the larger cities in northern Utah and southern Idaho through which the freeway passes. The nearest major facilities south of this interchange are at Tremonton, Utah, with lesser facilities and services at Snowville, Utah, approximately 40 miles from the subject area. The nearest facilities to the northwest are at Burley approximately 40 miles distant. Services on I-15W, which junctions with I-80N approximately 25 miles to the north, are first available at American Falls. Distances between facilities at Snowville, Utah, and Burley or American Falls are approximately 80 and 65 miles respectively. Under present conditions, distances of this magnitude may warrant development of minimum facilities for freeway traffic such as a service station-motel-cafe complex.

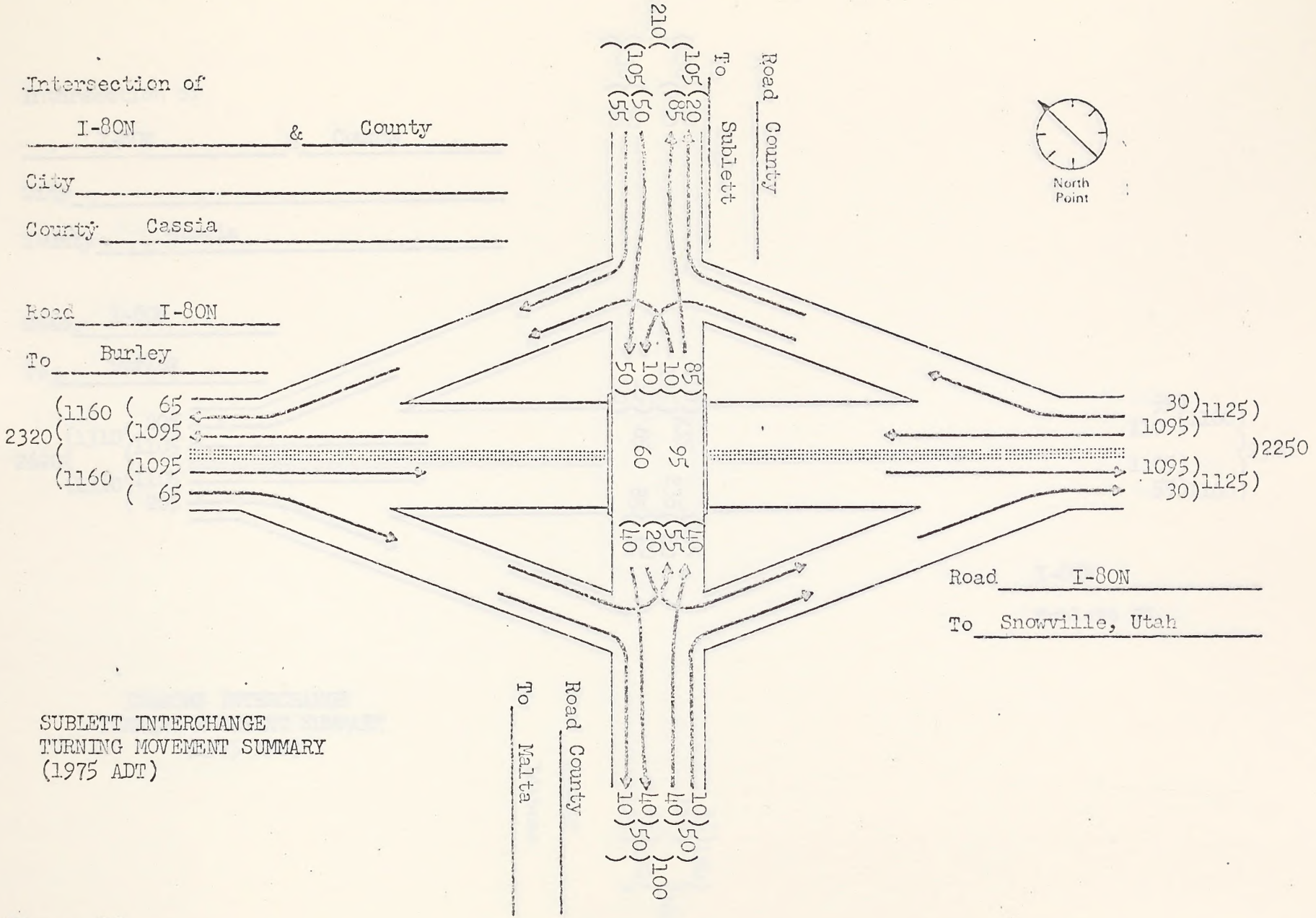
It is conceivable, however, that service facilities may eventually be constructed at the I-80N-I-15 junction since it is a main freeway interchange, strategically located, and surrounded by private land. Should this become a reality its effect on service facilities at the subject interchange could be considerable.

State Highway Department average daily traffic volume and movements projected to 1975 and 1990 in figures 17 to 20 indicate greater traffic volumes at the Idahome interchange which is further removed from the influence of the town of Malta than is the Sublett interchange. These same figures show greater traffic volumes on the east legs of the interchanges, which service local farming and ranching operations, than on the west legs which tie directly to the villages of Idahome and Malta. One would normally assume that the west leg of the Sublett interchange would carry the most traffic due to its direct route and closer proximity to the largest community in the area. It is evident that traffic projections alone cannot be relied on as the prime criteria for locating highway service facilities.

Conclusions

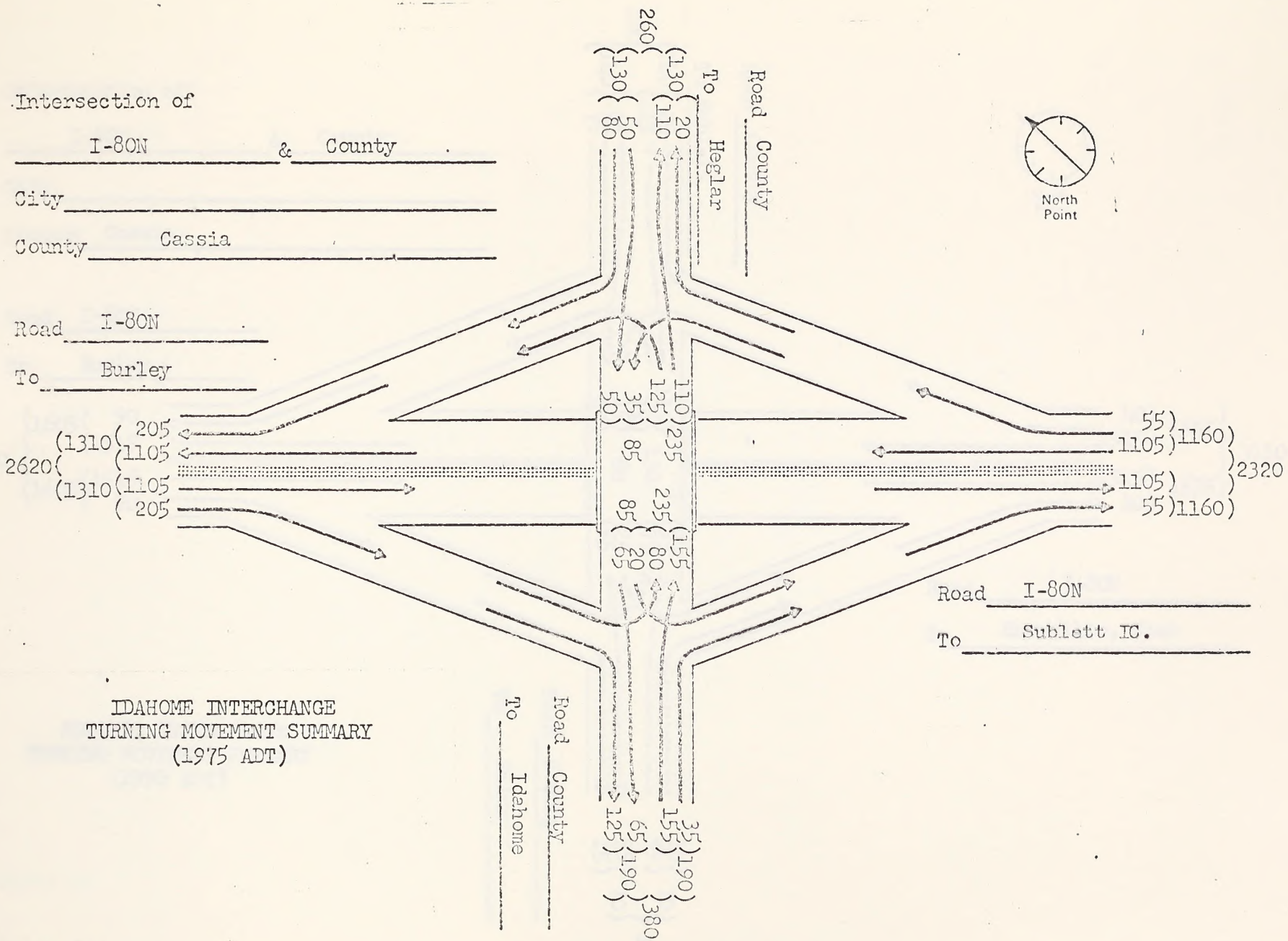
Interested parties have expressed a desire to locate service station and cafe facilities at the Sublett interchange. Because the existing location of U. S. 30 will remain the primary north-south route through Malta and Sublett to I-80N at Cottrell, it is questionable if local traffic west of the freeway will make a significant contribution to highway service facilities developed at either interchange. Instead, the success of any business must depend almost entirely upon freeway traffic.

If the decision-maker, after giving due consideration to highway service needs, traffic volume and flow, topography, economic feasibility and/or development potential of the area, etc., concludes that certain public lands should be transferred to private ownership, he must recognize his responsibility toward maintaining the integrity



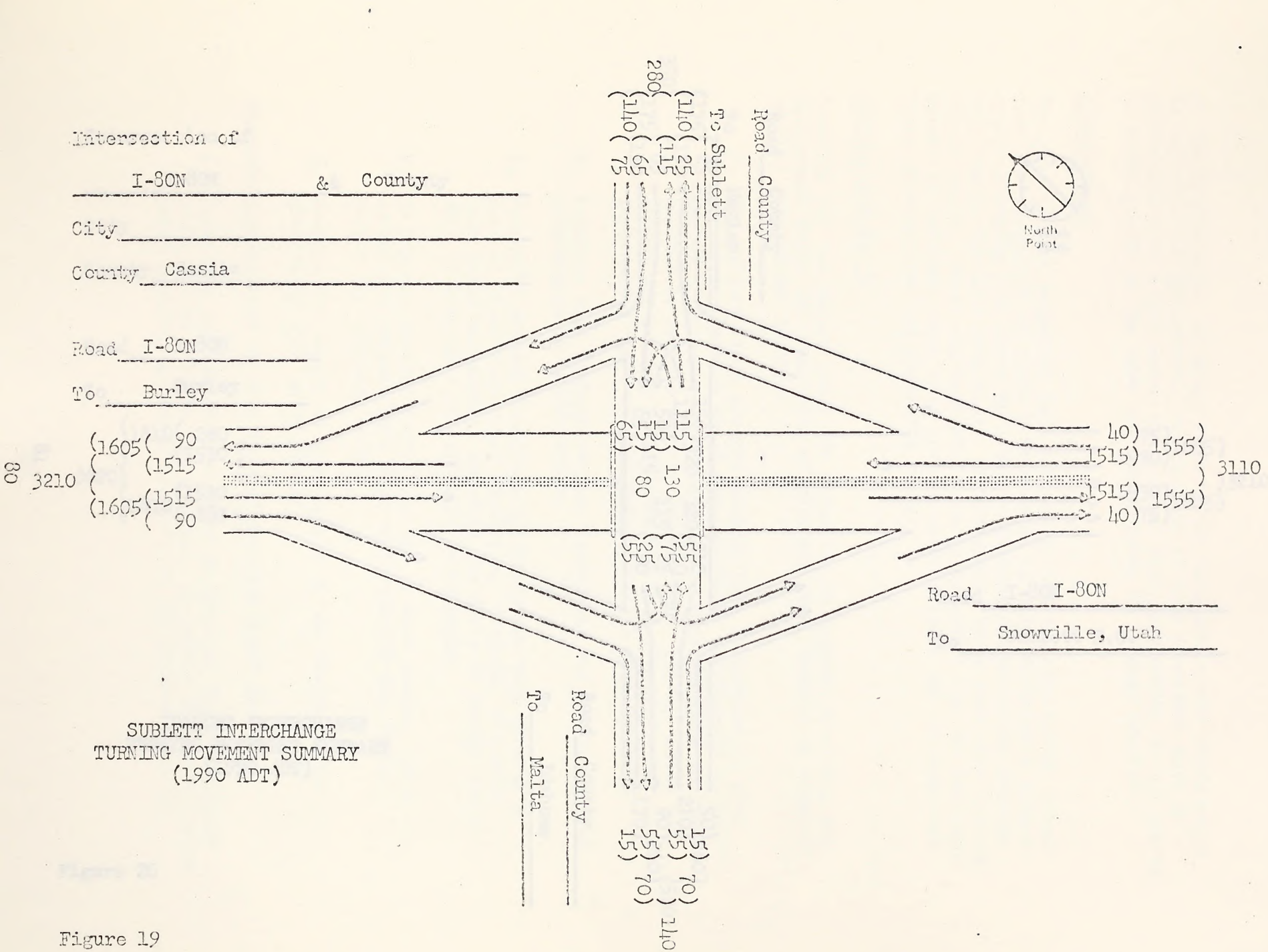
SUBLETT INTERCHANGE
TURNING MOVEMENT SUMMARY
(1975 ADT)

Figure 17



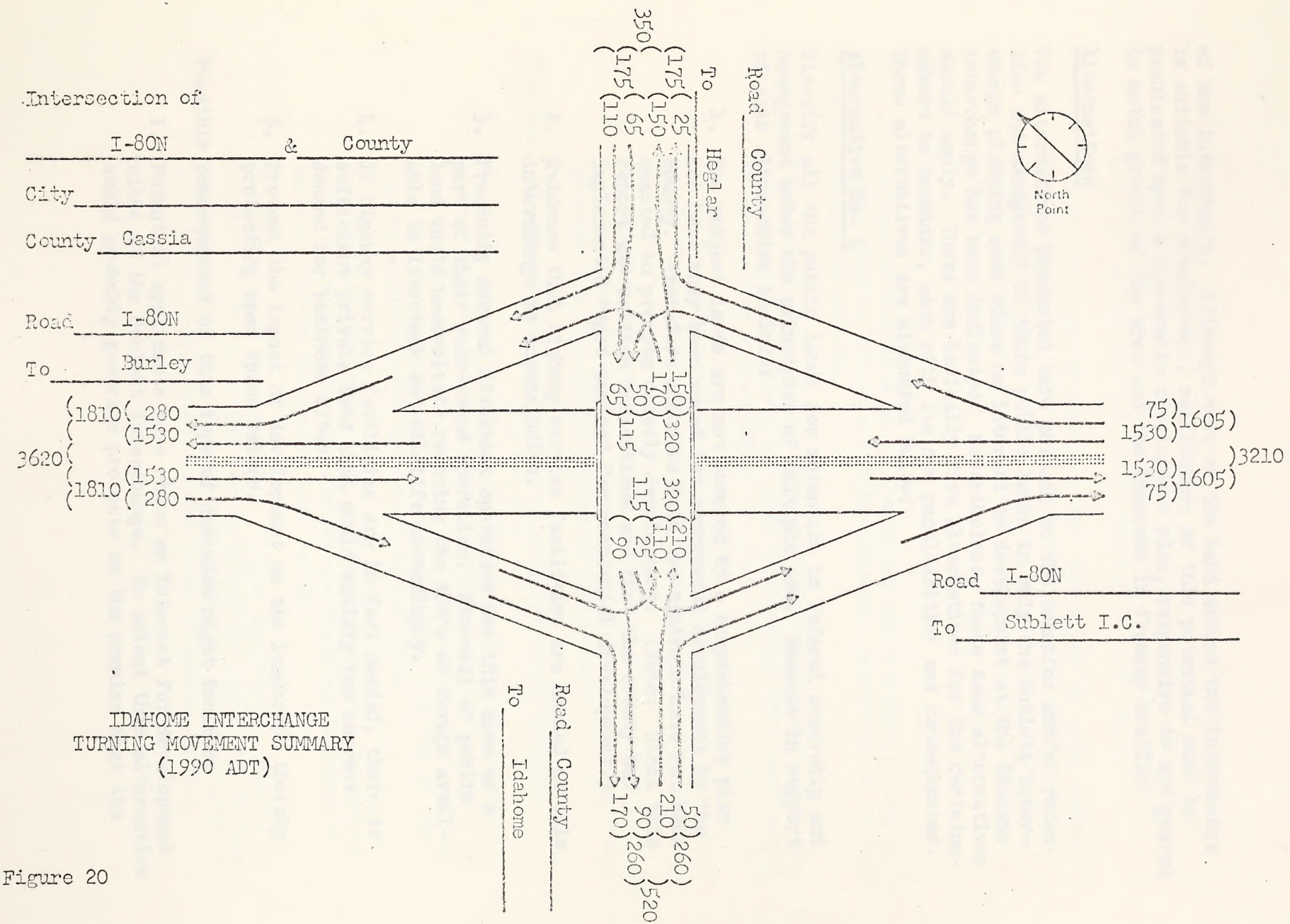
IDAHOME INTERCHANGE
TURNING MOVEMENT SUMMARY
(1975 ADT)

Figure 18



SUBLETT INTERCHANGE
TURNING MOVEMENT SUMMARY
(1990 ADT)

Figure 19



IDAHOME INTERCHANGE
TURNING MOVEMENT SUMMARY
(1990 ADT)

Figure 20

of the interchange. Although most of the land around the interchange is suitable for development, realization of this potential must be predicated upon a systematic development plan, responsive to and geared to match growth of the area and the increase in freeway traffic.

Alternatives

The alternatives presented here pertain to the transfer and/or retention and management of those public lands in only the Sublett interchange planning area since no interest in development at the Idahome interchange has been indicated. Nevertheless, these same alternatives should apply. There are basically five alternatives for the decision-makers to consider, each with its own peculiarities and consequences. These alternatives are discussed below:

Alternative No. 1

Classify all the public lands for retention in Federal ownership and management under the principles of multiple use. Reasons in support of this alternative include:

1. The subject lands are not covered by a comprehensive plan nor have they been zoned for commercial development by the county. Therefore adequate land use controls have not been enacted to promote orderly development. (Note: Since this report was written indications are that the county has implemented "spot zoning" for commercial development.)

2. Evidence that highway service facilities are needed at this interchange is inconclusive.

3. Presently several livestock operators use this area as a part of their year-round operation. Disposal of public land would necessitate reducing the AUM's of forage available to livestock and wildlife accordingly.

4. If highway service facilities are in fact needed, there is sufficient private land that could satisfy the current demand for business sites.

5. Prevent the impact of development on the landscape thereby protecting open space values.

Possible consequences of this type of decision might include:

1. Potential applicants have shown an interest for development sites at the Sublett interchange. To select this alternative would probably generate protests on the premise that the

Bureau of Land Management is stifling free enterprise and not acting in the interests of the county, local citizens, or the traveling public. This type of decision will not allow the Bureau of Land Management to test the market or interest in the initial development of a rural area.

2. The argument can be expected that the amount of land needed to accommodate a service station-cafe-motel complex would require five acres or less and is a relatively insignificant amount affecting livestock grazing operations and wildlife habitat.

Alternative No. 2

The other extreme alternative is to dispose of all the public land at the interchange that is suitable for development. Arguments in support of this alternative include:

1. Transfer of these lands would encourage development under the free enterprise system, and with development more taxes would be realized by the county.

2. Access to public land is not dependent upon the subject lands nor is it essential to existing or potential federal programs.

3. The location of the interchange has created management problems that have heretofore been nonexistent such as isolating small acreages from the larger blocks of public land.

Possible consequences of this type of alternative could include:

1. Since the county is not zoned, development could proceed without the benefit of adequate land-use controls, resulting in misplaced economics, unwise use of a public asset, potential traffic hazards and movement problems, fouling of the natural landscape and open space values, etc.

2. Theoretically the Bureau of Land Management could be responsible for encouraging speculation and flooding the real estate market, thereby decreasing land values.

3. The decision is irreversible. Little opportunity remains to prevent, correct, or improve unsightly and unplanned developments once they are allowed. To attempt to do so at a later date could require large expenditures of public funds.

Alternative No. 3

Transfer individual tracts in those quadrants where and when interest in development has been indicated. Reasons supporting this decision could include:

1. Development could proceed without waiting for a comprehensive plan and passage of a zoning ordinance. Tax revenues for the county would be realized sooner.

2. Restrictions imposed by Federal and local government would not stifle development under the free enterprise system.

3. Visibility, topography, soil conditions, traffic volumes, turning movements, etc., are such that development in any quadrant could satisfy the need for highway service facilities.

Possible unfavorable consequences of this alternative could include:

1. If large tracts are transferred the original owner could proceed to subdivide further. Zoning in Cassia County has not been effected so adequate land-use controls do not exist. This could result in haphazard development, create traffic and health hazards, prevent efficient development of the hinterlands in the future, etc. Each individual business site could be developed without consideration given to other present or future uses.

2. Available data does not indicate that it is economically feasible or practical to satisfy each expression of interest or application for a business site. To do so could lead to overdevelopment of the interchange area and misplaced economics.

3. All the land in the southeast quadrant and about one-half the land in the southwest quadrant is privately owned. To allow transfer of any public land for business site purposes would be in direct competition with private interests.

Alternative No. 4

Based on a comprehensive plan developed cooperatively by the Bureau of Land Management and Cassia County officials, transfer the public land in the northeast and the northwest quadrants on a parcel by parcel basis, as needed for future development, after an adequate zoning ordinance has been enacted. Benefits of this alternative could include:

1. The northeast quadrant provides the necessary view, topography, soil conditions, access and other factors to consider in development of highway service facilities.

2. To help prevent highway maintenance facilities and the material source from becoming a nuisance to highway oriented service facilities, they should be located in a quadrant where they will be downwind from the highway service facilities. The rights-of-way granted to the State Highway Department for a material site and maintenance facilities are located in the northwest quadrant. Therefore the nuisance created by these facilities would have the least effect on highway service facilities developed in the northeast quadrant. The proposed grain elevator should also be located in the same quadrant as the maintenance facilities.

3. A comprehensive plan to provide for the location and development of highway service facilities, separate from other "nuisance" facilities, and implemented through an adequate zoning ordinance will help maintain the integrity of the interchange.

4. This approach will allow time, and the basis, for the decision-maker to review his previous decision and its social, economic and political effect on the area.

5. This approach will also allow the county time to evaluate its zoning of the area and provide an opportunity to make adjustments as necessary.

6. Property values are more likely to be stabilized.

Possible consequences of this alternative could include:

1. By delaying transfer and development of public lands for highway service facilities until the Bureau of Land Management and Cassia County have developed a comprehensive plan, and adequate land-use controls have been enacted, developers of private land in the southwest quadrant could proceed to construct facilities without adequate land-use controls. This could lead to problems and circumvent any attempt to maintain the integrity of the interchange.

2. Delaying development through this action would have a detrimental effect on tax revenues to the county.

3. Here again disposal of public lands for business sites would be in direct competition with private-landowners.

Alternative No. 5

Dust conditions created by operations at the gravel pit could create a traffic hazard by blowing across the freeway. To prevent this problem and to help maintain the aesthetic quality and integrity of the interchange area, the Highway Department should be requested to relinquish their material site right-of-way and relocate it from view of the freeway. Highway maintenance facilities do not require valuable interchange lands. They could also be located away from view of the freeway.

If the decision-maker concludes that it is proper to transfer certain sites at this interchange for developing highway service facilities, refer to page 42 when considering the vehicle to accomplish the transfer.

I-80N-US 93 INTERCHANGE

General

This interchange has been the subject of two reports prepared by Bruce Powers for the Idaho State Director. The first was completed in February 1968 and the second in June 1968. The most recent report, "A Proposed Preliminary Development Plan for U.S. I-80N-U.S. 93 Interchange Area," contained planning policies and recommendations that were both preliminary and general. Powers indicated that detailed planning is the right and the responsibility of individual investors and developers but that public planning is necessary for establishing a rational framework for the many individual developments which will occur as the interchange area grows. Specific recommendations and zoning amendments were suggested to the Jerome County Commissioners and the Planning and Zoning Commission in order that adequate land use controls would be available to prevent haphazard and unwise development.

Tourism and Recreation

The impact of tourism and recreation on the future growth and economic development of the subject interchange area was not discussed in Powers' report but should be considered as an additional factor that may influence future economic growth and development of the interchange area. The discussion on tourism and recreation at the Mayfield interchange area (pages 31 to 34) relates directly to the subject interchange.

Recreation activities in this part of Idaho are expanding rapidly. Of primary interest is the mobility boom. Snow play activity in the mountains to the north is enjoying fantastic growth via over-the-snow cross country vehicles. They are relatively cheap; they are maneuverable and they are catching on. Their use is being enjoyed by outdoor enthusiasts of all ages and economic standing. Until recently winter recreation activity was fairly well concentrated at developed ski areas and along plowed roads. Areas that were considered inaccessible a few years ago have since, with the advent of the snowmobile, developed into winter play grounds. Also contributing to the mobility boom is the modern motor bike. This relatively new activity is enjoying the same popularity in the summer season that the snowmobile enjoys in the winter. The familiar recreational activities of skiing, boating, fishing and hunting, etc., are also following the trend of rapid expansion. Recreation enthusiasts from Twin Falls and other local areas may have little effect on future development at the interchange but their activities do contribute substantially to the increasing weekend traffic going to and from recreational areas near Sun Valley, Stanley Basin and points north.

Recommendations (by Powers)

Based on his studies, Powers recommended that any transfer of public land to private ownership for highway service facilities, should be in close coordination with the Jerome County officials. That the southwest quadrant was the most favorable for initial development and the first offering for sale should be a tract up to 40 acres in size. Other planning recommendations included:

1. Relinquishments should be obtained from the State Department of Highways for material site rights-of-way within the planning area.

2. Environmental appearances should be preserved and strengthened.

3. Frontage roads should be used for commercial development at interchanges.

4. Retail businesses should be restricted to a single quadrant of the interchange.

5. Incompatible or conflicting land uses should be separated.

6. Development plans should consider topography and soils with respect to natural topographic features.

7. Unified developments on large lots with a small percentage of land coverage by buildings should be encouraged.

8. Scenic and economic values along the roadside and within the interchange area should be protected.

9. Adequate distance should be provided from interchange ramps to the point of first access on the intersecting highway.

10. An internal circulation system of roads should be planned to provide access to interior lands.

11. To provide space for future frontage and circulation roads, provision should be made for adequate building setbacks.

12. Community services and facilities should be available before development begins.

Implementation methods were identified and discussed, with the importance of an effective educational program stressed. Tools identified by Powers for implementing the plan included such legal land use controls as zoning, subdivision regulations, and building codes.

Future Development

The Idaho Department of Highways recognizes that the existing diamond interchange design will soon be obsolete because of increasing traffic volume and accompanying accident potential. (See figures 21, 22 and 23 for 1967 and projected average daily traffic counts.) Plans are being prepared for the eventual widening of the U.S. 93 cross route to four lanes and redesigning and constructing the present diamond interchange to a full cloverleaf interchange. Any development plan considered by the Jerome County officials and the BLM must reflect this eventual design change.

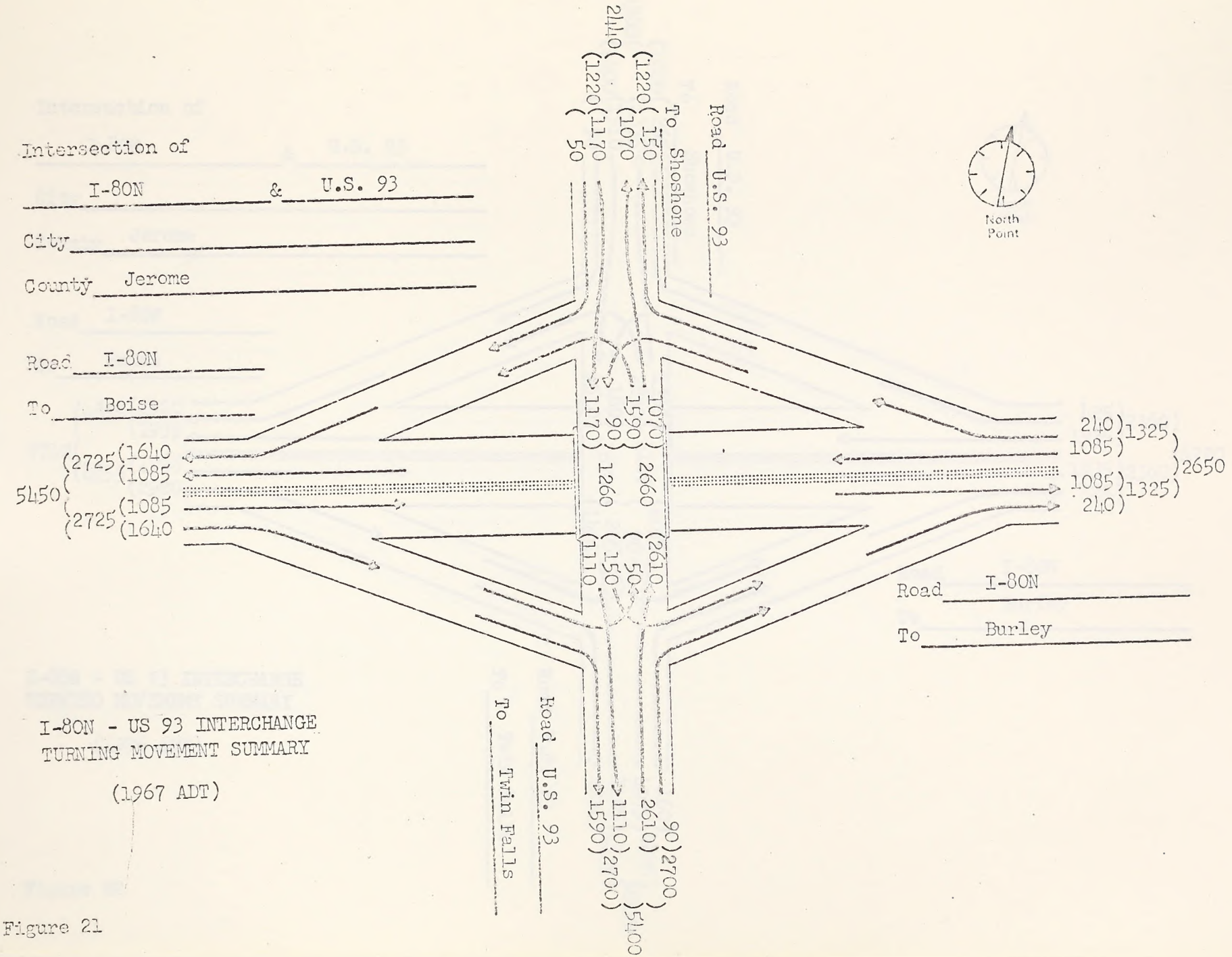
Recently an appraisal of two initial transfer tracts, each containing five acres, in the southwest quadrant was completed. Since no master plan had been developed for the area, the appraiser made reservations in his appraisal for rights-of-way for future frontage and circulation roads. Transfer of these tracts now awaits sale under the Public Land Sale Act of 1964.

Conclusions

It is unfortunate that transfer of public land at this interchange is about to begin without benefit of a master plan for development of the interchange area. If sufficient interest is generated by these first sales the Bureau may be stampeded into transferring more land even prior to a plan for development of the area. It is true that Jerome County has met the basic requirements for sale of public land under the Public Land Sale Act of 1964, by enacting a zoning ordinance in 1966. Nevertheless, if the county and the Bureau of Land Management ignore the importance of an adequate master plan by which private development is guided this valuable asset could be exploited in such a manner that little or no integrity will be evident. End results could be both physical disorganization and misplaced economics. It is therefore absolutely necessary that Jerome County and BLM officials, together, provide for the development of a master plan with adequate land use controls for the entire interchange area prior to further transfer of any public lands for private development. The services and advice of professional planners and landscape architects should also be acquired in developing such a coordinated plan.

Alternatives

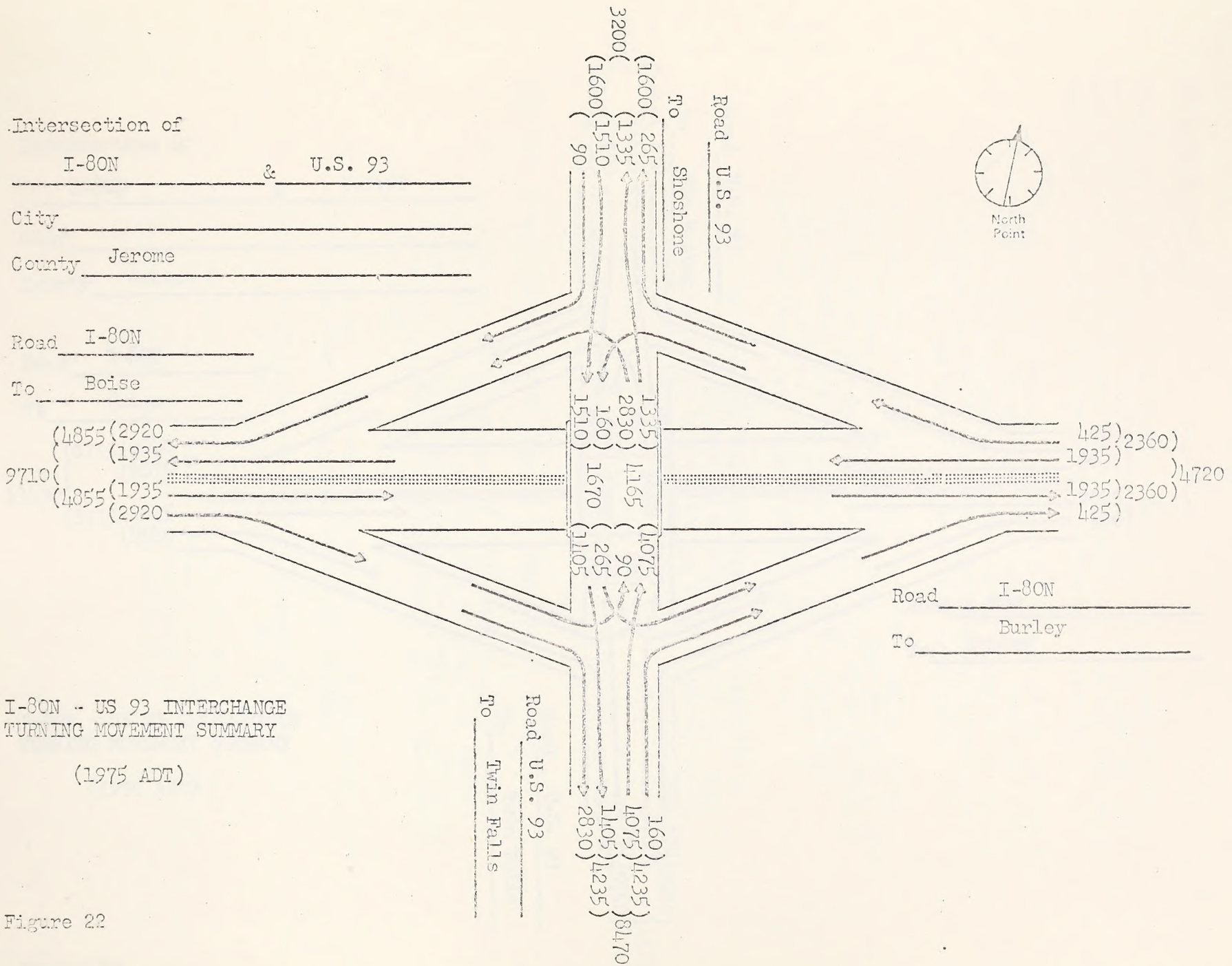
The alternatives presented here pertain to transfer and/or retention of those public lands within the interchange planning area. There are basically three alternatives for the decision-makers to consider, each with its own peculiarities and consequences. These alternatives are discussed below.



I-80N - US 93 INTERCHANGE
TURNING MOVEMENT SUMMARY

(1967 ADT)

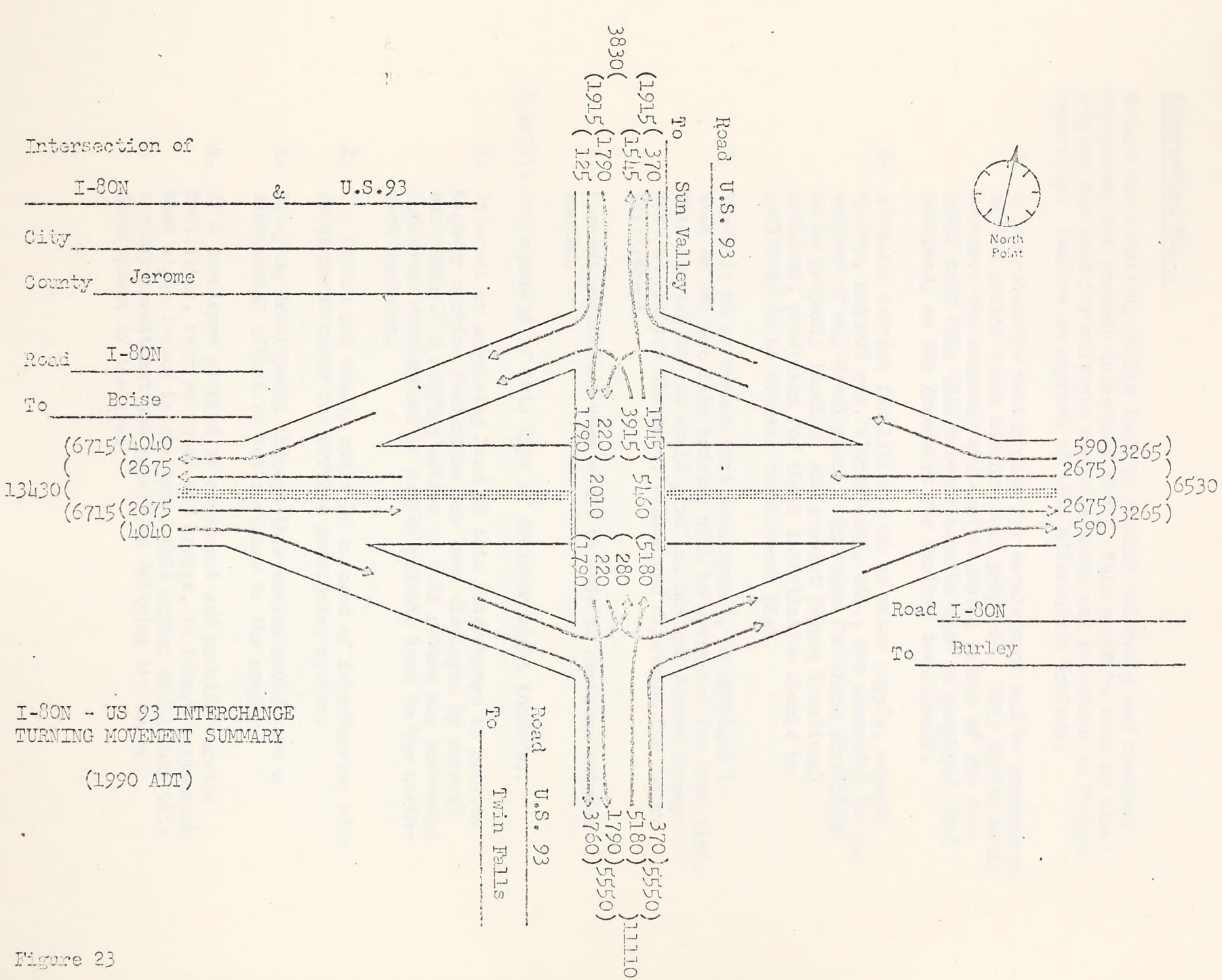
Figure 21



I-80N - US 93 INTERCHANGE
TURNING MOVEMENT SUMMARY

(1975 ADT)

Figure 22



I-80N - US 93 INTERCHANGE
TURNING MOVEMENT SUMMARY

(1990 ADT)

Figure 23

Alternative No. 1

Retain the remaining public land in Federal ownership and continue management for present authorized uses. This could be done by classifying the land for multiple use management and retention in Federal ownership. Reasons in support of this alternative include:

1. A comprehensive master plan for development and/or management of the public lands has not been prepared. This action would preserve the economic and environmental values of the area until such time that a comprehensive plan is prepared, and accepted, as the framework for further development.

2. Adequate service facilities such as water supply, sewage system, natural gas, electricity, etc., are essential to the success of any development. In order for these facilities to be properly located, and prevent future locational problems, provision for their installation should be reflected in an overall development plan.

3. There is no assurance that development, in addition to that on the two sale tracts, will be warranted for some time. This staying action would give the BLM and Jerome County time to analyze the need, volume and direction for future development.

4. Present authorized uses would be able to continue uninterrupted.

Possible consequences of this type of decision might include:

1. Interest in acquiring land at this interchange to provide highway service facilities has been displayed by several businesses. A staying action of this nature may encourage unplanned development on nearby private land in the northeast quadrant.

2. The Bureau and county could be accused of interferring with development under our private enterprise system.

3. Delaying development through this action would have a detrimental effect on tax revenues to the county.

4. If a developer planned to construct and provide service facilities, such as water and sewage, to future businesses that might locate in the area, this action would make this a risky investment and result in delaying the overall development of the area.

Alternative No. 2

Since the area near the interchange is zoned commercial for approximately one-half mile on either side of U. S. Highway 93, appraise and sell as commercial business sites at public auction, under the Public Land Sale Act, as sites are applied for. Reasons in support of this alternative include:

1. New development in this area will provide economic benefits to the county through additional tax base and additional employment opportunities. When utilities and other services are provided growth and development of the area will be stimulated.

2. Access to public land is not dependent upon the subject lands nor is it essential to existing or potential Federal programs.

3. Jerome County population decreased by three percent between 1950 and 1960. Development in this rural area would help prevent rural residents from moving into the cities. Additional job opportunities would be provided to rural residents of the county without making it necessary for them to move to the cities.

4. Without rigid controls provided by a development plan, the developer could proceed without adverse effects of governmental controls (other than those imposed by the existing zoning ordinance).

Possible unfavorable consequences of this type of alternative could include:

1. Available data does not conclude that it is economically feasible nor desirable to satisfy each expression of interest or application for a business site. To do so could lead to overdevelopment of this interchange area.

2. If large tracts are transferred, the original owner could subdivide further. This could result in haphazard development, create traffic hazards, prevent efficient future development of the hinterlands, etc. Each individual business site could be developed without consideration given to other future uses.

Alternative No. 3

Based on a comprehensive plan, developed cooperatively by the BLM and Jerome County officials, transfer the public land on a parcel-by-parcel basis in the soutwest quadrant as needed for further development. (The present zoning, however, should be amended as suggested by Bruce Powers in his June 1968 report to the State Director in order to better provide the necessary controls.) Benefits of this alternative could include:

1. The southwest quadrant contains the topography, view, traffic volumes, access, and other factors that make it the most logical for initial development of highway service facilities.

2. A comprehensive plan for transfer and development through the cooperative efforts of the county and the BLM, with adequate zoning and land use controls, would maintain the integrity of the interchange area by:

   a. Making the development more attractive by preserving open space and natural features.

   b. Protecting the public's property from inconsistent or harmful uses.

   c. Protecting the individual property owners from future harmful or undesirable uses of adjacent property.

   d. Reserving adequate and desirable sites for recreational, residential, commercial and industrial uses.

   e. Creating a healthier development through density standards which guarantee adequate light and air and discourage the growth of future slums.

   f. Keeping down inefficiency in future public costs for utilities and public services.

3. This approach would allow time, and the basis for the decision-maker to review his previous decision and analyze its social, economic and political effect on the area. This approach will also allow the county time to evaluate its zoning of the area and provide an opportunity to make adjustments as necessary.

4. Property values will tend to be stabilized.

Possible consequences of this alternative could include:

1. Delaying development of the area through this action would have a delaying effect on tax revenues to the county.

2. Delaying transfer and development of public lands until the BLM and the county have developed and accepted a comprehensive plan as the framework for future development, certain problems could arise. For example, developers may acquire private land in the northeast and the northwest quadrants and proceed to develop without the benefit of an overall plan. This could circumvent any attempt to maintain the integrity of the interchange area.

V. APPENDIX

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JEROME COUNTY ZONING ORDINANCE

AN ORDINANCE OF JEROME COUNTY, IDAHO, ESTABLISHING A COMPREHENSIVE ZONING PLAN AND REGULATIONS FOR THE TERRITORY OF THE COUNTY LYING OUTSIDE CITIES AND VILLAGES, PROVIDING A SEPARABILITY CLAUSE, PROVIDING THAT VIOLATIONS SHALL BE UNLAWFUL AND PROVIDING A PENALTY THEREFOR, AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, The Board of County Commissioners of Jerome County, Idaho, by authority and mandate of the provisions of Sections 31-3801 to 31-3804, 50-2701 to 50-2708, Idaho Code, and Article 12, Section 2, of the Idaho State Constitution, has heretofore appointed a Zoning Commission, to prepare and submit a comprehensive zoning plan of the un-incorporated territory of the County; and,

WHEREAS, Said Commission, after public hearings as required by law has prepared a comprehensive zoning plan, which includes the full text of the proposed Zoning Ordinance and map, and has certified the same to the Board of County Commissioners; and.

WHEREAS, Said plan has been duly approved by said Board of County Commissioners after public hearing, for which due and legal notice was given;

NOW, THEREFORE, BE IT HEREBY ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF JEROME COUNTY, IDAHO:

That the territory of Jerome County lying outside of cities and villages shall be and is hereby zoned pursuant to the provisions as follows:

SECTION 1.0 ESTABLISHMENT OF ZONES

1.1 In order to carry out the provisions of this ordinance there are hereby created and established in Jerome County, Idaho, the following classifications for zones.

1.11 ZONE A — Agricultural
1.12 ZONE B — Residential
1.13 ZONE C — Local Business
1.14 ZONE D — Commercial
1.15 ZONE E — Light Industrial
1.16 ZONE F — Heavy Industrial
1.17 ZONE G — Other

SECTION 1.2 ORDER OF CLASSIFICATION OF ZONES

1.21 "B" Zone is the highest classification. Zones run B, C, D, E, and F in order. "F" Zone is the lowest classification. A and G Zones are unclassified.

SECTION 2.0 ZONING MAPS AND DESCRIPTIONS

2.1 The areas, boundaries and zoning classification of zones hereby established are described in the official Zoning Descriptions and are shown on official Zoning maps for areas in Jerome County as adopted or amended after public hearings by the Board of County Commissioners of Jerome Coun-

ty. Such descriptions, maps and all notations, references, data, and other information shown thereon are by references hereby made a part of this ordinance.

2.2 In the event an area is included in the description and omitted on the map, or shown on the maps and omitted in the descriptions it will be zoned the same as if included in the descriptions and shown on the maps.

2.3 In the event a discrepancy exists between the zoning descriptions and the zoning maps, the zoning descriptions will govern.

2.4 In the event uncertainty shall be deemed to exist on the official zoning maps or in the zoning descriptions, zone boundaries shall be on section lines; section subdivision lines; lot lines; the centerline of highways, roads, streets, alleys, railroad rights of way, or such lines extended, municipal corporate lines; natural boundary lines, such as streams or lakes or other lines to be determined by the Board of Adjustment.

SECTION 3.0 PLATS AND SUBDIVISIONS

3.1 That from the date of this ordinance no person shall subdivide any tract of land unless he shall have provided a plat as required by Title 50, Chapter 25 of the Idaho Code.

3.2 In addition to the requirements of said Title 50, Chapter 25 of the Idaho Code, all plats shall have the approval of the County Planning Commission before recording.

3.3 The Jerome County Zoning Commission is designated the Planning Commission for Jerome County and may be referred to as the Zoning or Planning Commission.

SECTION 4.0 GENERAL APPLICATION

Except as hereinafter otherwise provided:

4.1 No building shall be erected and no existing building shall be moved, altered, added to or enlarged, or shall any land, building, or premises be used, designated or intended to be used for any purposes or in any manner other than is included among the uses hereinafter listed as permitted in the zone in which such building, land or premises is located.

4.2 No building shall be erected, reconstructed or structurally altered to exceed in height the limit hereinafter designated for the zone in which such building is located, nor shall any building be constructed, reconstructed or structurally altered so as to exceed the percentage of lot occupancy in the ordinance provided.

4.3 No building shall be erected, or shall any existing building be altered, enlarged or rebuilt, nor shall any open space surrounding any building be encroached upon or reduced in any manner, except in conformity to the yard, building site area and building location regulations hereinafter designated for the zone in which such building or open space is located.

4.4 No yard or other space provided about any building for the purpose of complying with provisions of this ordinance shall be considered as providing a yard or other open space for any other building, and no yard or other open space or space for a building on any other lot.

SECTION 5.0 NON-CONFORMING USES AND BUILDINGS

5.1 Except as provided in this section, the lawful use and location of any building or land existing at the time of enactment of this ordinance, or of any amendment to this ordinance, may be continued even though such use or location does not conform to the requirements of this ordinance.

5.11 REPAIRS AND MAINTENANCE
Ordinary repairs and maintenance of a non-conforming building shall be permitted.

5.12 RESTORATION
A non-conforming building which has been damaged by fire, explosion, act of God or the public enemy to the extent of more than 60 percent of it reproduction value at the time of damage shall not be restored except in conformity with the regulations of the district in which it is located. When damaged to less than 60 percent of its reproduction value, a non-conforming building may be repaired and used as before the time of damage provided such repairs are completed within one year of the date of such damage.

5.13 ABANDONMENT
Whenever a non-conforming use has been discontinued for a period of one year, such use shall not thereafter, be re-established, and any future use shall be in conformance with the provisions of this ordinance.

5.14 EXTENSIONS
A non-conforming use shall not be extended in size, except by special permit of the Board of Adjustment.

5.15 EXISTING BUILDINGS
The regulations contained herein are not retroactive in their application to existing buildings.

SECTION 6.0 AGRICULTURAL BUILDINGS AND USES

6.1 The provision of this ordinance shall not apply to farm and ranch dwellings nor to farm and ranch buildings, concrete ditches, pipelines, wells or other structures where such dwellings, buildings, concrete ditches, pipelines, well and other structures, above or below the surface, are located on a lot of five acres or more in size, and where such buildings, dwellings, concrete ditches, pipelines, wells and other structures, above or below the surface, are constructed more than 100 feet from any Section line, or any property boundary line, or the centerline of any public road or street right of way.

6.2 A permit is required for any construction within 100 feet of the centerline of any road or street right of way.

6.3 Automobile Parking Space. There shall be provided at the time of the erection of any main building or structure, or at the time any main building or structure is enlarged or increased in capacity, minimum off-street parking space with adequate provisions for ingress and egress by standard size automobiles as follows:

TYPE OF USE	MINIMUM NUMBER OF OFF-STREET PARKING SPACES FOR EMPLOYEES	MINIMUM NUMBER OF OFF-STREET PARKING SPACES FOR CUSTOMERS
Grocery Stores Drug Stores	1 for each 2 employees	4 square feet of parking lot area for each square foot of building area
Bakery *	1 for each 2 employees	4 square feet of parking lot area for each square foot of building area
Barber Shops Beauty Shops	1 for each employee	2 for each chair
Pick-up Stations Collection Offices	1 for each employee	2 spaces
Gift and Flower Shops	1 for each employee	1 for each 125 square feet of sales area
Professional Offices	1 for each employee	2 for each professional persons located in the building.
Real Estate Offices	1 for each employee	2 for each broker or salesman located in the building
Restaurants	1 for each employee	1 for each 4 seats or 30 inches of seating capacity.
Plant Nurseries, where goods are sold on the premises	1 for each employee	10 spaces
Plant Nurseries, where goods are not sold on the premises	1 for each employee	2 spaces
Public Entertainment Establishments and Community Service Uses	Parking requirements shall be established by the Board of Commissioners upon approval of a Building Permit	

Each business shall have a minimum of 1 off-street parking space.

* A bakery which is a part of a grocery store shall be considered as part of the grocery store for the purpose of establishing the required minimum number of off-street parking spaces.

USE	NUMBER OF SPACES
Single-Family Dwelling	1
Two-Family Dwelling	2
Three-Family Dwelling	3
Four-Family Dwelling	4
More than four-family dwelling	Not less than 60 percent of the number of dwelling units but in no case less than 5 spaces.
Hospitals and Sanitariums	Not less than 60 percent of the number of beds. 1 additional space for each two employees.

SECTION 7.0 USE AND DENSITY SCHEDULES

7.1 Reference

7.11 The following schedules of regulations applying to the use of the land, street widths, lot area, lot width, height, yards, setback and floor area of and about buildings, and all other matters contained herein, as indicated for the various Zones established by the ordinance, are hereby adopted and declared to be a part of this ordinance, and may be amended in the same manner as any other part of this ordinance. The regulations listed for each Zone as designated read either from left to right or top to bottom in Section 15, 16, 17, and 18.

7.2 Listing of Uses

7.21 The listing of any use in said schedule as being permitted in any particular Zone shall be deemed to be an exclusion of such use from any other Zone, unless such use is specifically permitted in the other Zone under the language set forth in the schedule.

SECTION 8.0 USES PERMITTED IN THE "A" AGRICULTURAL ZONE

The Agricultural Zone will include all tracts of land of five acres or more which are being used for farming purposes.

8.1 Farm and ranch house, buildings and other structures.

8.2 Cultivation, storage and sale of crops, vegetables, fruits, plants, flowers, and nursery stock produced on the premises.

8.3 Livestock and poultry raising and feeding, except commercial feed lots, and veterinary or animal hospitals which are provided for under the Zone "F".

8.4 Airports by special permit of the Board of Adjustment.

8.5 Cemeteries by special permit of the Board of Adjustment.

8.6 Fairgrounds by special permit of the Board of Adjustment.

8.7 Gravel pits and quarries by special permit of the Board of Adjustment.

8.8 Radio and Television transmitting stations by special permit of the Board of Adjustment.

8.9 Riding stables by special permit of the Board of Adjustment.

8.10 Dump sites by special permit of the Board of Adjustment.
8.11 Kennels by special permit of the Board of Adjustment.
8.12 Recreation areas by special permit of the Board of Adjustment.

SECTION 9.0 USES PERMITTED IN "B" RESIDENTIAL ZONE.

The Residential Zone will be for any small tract of land of less than five acres which is being used primarily for residential purposes.

9.1 Churches and church schools; off-street parking required.
9.2 Crop grazing, orchard and garden uses.
9.3 Farm, ranch, and garden building uses provided feed yards or kennels are not maintained.
9.4 One-family dwellings, and multi-family dwellings;
9.5 Public parks, playgrounds, and other public recreation areas owned and operated by the governmental or other non-profit agency;
9.6 Public school;
9.7 Public utility mains, lines and substations . . . where no public office and no repair or storage facilities are maintained;
9.8 Boarding and rooming houses;
9.9 Colleges and private schools;
9.10 Dormitories, sorority and fraternity houses;
9.11 Hospitals, rest homes, convalescent homes, and nursing homes;
9.12 Pre-school age nurseries;
9.13 Special accessory uses, which are naturally and normally incidental to, subordinate to and devoted exclusively to the main use of the premises and including (but not confined to) private garages, incinerators, identification signs, home occupations, and private swimming pools.

SECTION 10.0 USES PERMITTED IN THE "C" BUSINESS ZONE

The Local Business Zone is intended to provide a small cluster of retail and personal service shops within easy reach of every home. However, no manufacturing or wholesaling would be allowed.

10.1 Medical and dental offices;
10.2 Motels and hotels;
10.3 Professional offices;
10.4 Tourist homes;
10.5 Trailer courts;
10.6 Undertaking establishments;
10.7 Automobile parking areas;
10.8 Banks;
10.9 Gasoline service stations;
10.10 Offices;
10.11 Personal service shops;
10.12 Places for the conduct of any restricted retail business not of an industrial or manufacturing nature;

10.13 Places of amusement or recreation;
10.14 Places of assembly;
10.15 Places serving food or beverages;
10.16 Studios
10.17 Theaters;
10.18 Radio and appliance repair shops;

SECTION 11.0 USES PERMITTED IN THE "D" COMMERCIAL ZONE

The Commercial Zone is intended primarily to accommodate a variety of business and office uses.

11.1 Automobile parking areas;
11.2 Banks;
11.3 Gasoline service stations;
11.4 Offices;
11.5 Personal service shops;
11.6 Places for the conduct of restricted retail business not of a commercial, industrial or manufacturing nature;
11.7 Places of amusement or recreation;
11.8 Places of assembly;
11.9 Places of serving food or beverages;
11.10 Studios;
11.11 Theaters;
11.12 Automobile repair shops;
11.13 Bakeries;
11.14 Bottling works;
11.15 Builders' supply yards, sale of cement and concrete products, and lumber yards;
11.16 Cabinet making and carpenter shops;
11.17 Cleaning and dyeing establishments;
11.18 Dairy processing and distribution plants;
11.19 Frozen Food lockers;
11.20 Ice and cold storage plants;
11.21 Laundries;
11.22 Machine shops;
11.23 Manufacture of handicraft products;
11.24 Places for the conduct of any commercial, or wholesale activity . . . not of an industrial or manufacturing nature;
11.25 Plumbing shops;
11.26 Printing and publishing establishments;
11.27 Roofing shops;
11.28 Storage warehouses; storage of oil, gasoline and petroleum products;
11.29 Tin shops
11.30 Upholstery shops;
11.31 Used car lots;

SECTION 12.0 USES PERMITTED IN THE "E" LIGHT INDUSTRIAL ZONE

The Light Industrial Zone is intended to provide areas where

light industrial uses which do not cause undue noises, odors, smoke, etc., may locate away from the heavy industrial area of the County.

12.1 Lumber yards;

12.2 Sugar beet dumps;

12.3 Manufacturing of food products;

12.4 Manufacturing of bakery goods, candy, cosmetics, pharmaceuticals, toiletries, and food products; excluding fish or meat products, sauerkraut, vinegar, yeast and rendering or refining of fats or oils;

12.5 Manufacturing of electric and neon signs, billboards, and other commercial advertising structures; light sheet metal products including heating and ventilating equipment, cornices, eaves;

12.6 Manufacturing of electrical and electric appliances, instruments and devices, television sets, radios, phonographs;

12.7 Manufacturing of musical instruments, toys, novelties, rubber or metal stamps and other small rubber products;

12.8 Manufacturing of optical goods, scientific and precision instruments;

12.9 Storage and sale of grain, livestock feed or fuel, provided dust is effectively controlled;

12.10 Experimental, film or testing laboratories provided no operation shall be conducted or equipment used which would create hazards, and/or noxious or offensive conditions;

12.11 Wholesale houses, storage, and warehouses;

12.12 Bag, carpet and rug cleaning, provided necessary equipment is installed and operated for the effective precipitation or recovery of dust;

12.13 Blacksmith, welding or other metal working shops, excluding punch presses over 20 tons rated capacity, drop hammers and other machine-operated tools; producing excessive noises as determined at the property line by the Board of Adjustment.

12.14 Foundries, casting lightweight non-ferrous metals, or electric foundries not causing noxious fumes or odors;

12.15 Ice manufacturing and cold storage plants, creamery and bottling plants, and distribution stations;

12.16 Inflammable liquids, underground storage only;

12.17 Commercial packing sheds for farm crops;

SECTION 13.0 USES PERMITTED IN THE "F" HEAVY INDUSTRIAL ZONE

The Heavy Industrial Zone is intended to provide locations and regulations for the heavier industries, commercial feed lots and kennels. These heavy industries are not allowed in the other zones because they could be injurious to the permitted agricultural, residential, business, commercial or light industrial uses.

13.1 Commercial feed lots;

13.2 Kennels;

13.3 Veterinary or animal hospitals;

13.4 Any factory or industrial enterprises not permitted in other zones;

13.5 Any premises, or building in the "F" Heavy Industrial Zone may be used for any lawful purpose, subject to the ordinances of Jerome County; excepting the following uses which are prohibited in this Zone:

Churches

Schools, elementary or high;

Kindergartens or day nurseries;

Cemeteries;

Hospitals or sanitariums;

Dwellings, apartment houses, apartment hotels, hotels, and other residential uses, excepting a dwelling or apartment for the residence of the caretaker, watchman, or other similar employee in connection with any industrial use of building.

SECTION 14.0 USES PERMITTED IN ZONE "G" — OTHER

This Zone includes all land that is presently being used for cemeteries, public or private schools, churches and grazing. This Zone also includes land owned by Governmental Agencies not otherwise zoned herein. Any deviation from these uses shall not be permitted except after request to and approval by the Zoning Commission.

SECTION 15.0 MINIMUM LOT SIZES

15.1 All Zones shall comply with the following schedule for Minimum Lot area per dwelling and the Minimum Lot Width per dwelling.

ZONE	MINIMUM LOT AREA	MINIMUM LOT WIDTH
A	5 acres	does not apply
B	6000 sq. feet	50 ft.
C*	none	none
D*	none	none
E*	none	none
F*	none	none
G*	none	none

* See Section 21.0 and 22.13

15.2 Due to varying requirements, minimum standards shall be established for each use by the Jerome County Zoning Commission.

SECTION 16.0

16.1 All Zones shall comply with the following schedule for Minimum Side Yards, Minimum Rear Yards, and Maximum Height of Buildings.

ZONE	MINIMUM SIDE YARDS (1) (each yard in feet)		MINIMUM REAR YARD (2) (feet)	MAXIMUM HEIGHT OF BUILDINGS (feet)
A	None	(3)	None (4)	
B	5		30	35
C	None	(3)	None (4)	35
D	None	(3)	None (4)	45
E	None	(3)	None (4)	125
F	None	(3)	None (4)	125
G	5		30	125

(1) The minimum side yard along a street on a corner lot shall be the same as the set-back requirement for such zone.

(2) The minimum rear yard may be measured to the centerline of an alley where an alley abuts the rear lot line.

(3) No side yard required except on the side of a lot adjoining a Residential Zone (B) in which case a side yard of not less than 5 feet shall be provided.

(4) No rear yard required except on the rear of a lot adjoining a Residential Zone (B), in which case a rear yard of 30 feet shall be required.

16.2 Where a conflict exists between Section 16.0 and Section 17.0, the provision of Section 17.0 will govern.

16.3 Radio, Television and other similar towers may be exempt from the maximum height requirement by special permit of the Board of Adjustment.

SECTION 17.0 All Zones shall comply with the following schedule for Minimum setback of Buildings:

ZONES	MINIMUM SETBACK
A, B, C, and G	20 feet from the front lot line; or 60 feet from the line of any 40 acre subdivision or the centerline of of any arterial street; or 75 feet from the centerline of any state or federal highway whichever is greater.
D, E, and F	None from front lot line if standard 100 feet right-of-way is provided; 50 feet from the centerline of the street right-of-way in existing areas with substandard street rights-of-way; 60 feet from the boundary line of any 40 acre sub-division or the centerline of any arterial street; 80 feet from the centerline of any state or federal highway; whichever is greater.

SECTION 18.0 STREET OR ROAD RIGHT-OF-WAY WIDTHS

18.1 All Zones shall comply with the following schedule for Minimum Street right-of-way Widths:

Zone	Minor Streets	Collector Streets	Arterial Streets And All Section and ¼ Section Line	Bus. And Industrial Streets
A	50	60	80	
B	50	60	80	
C	50	60	80	100
D				100
E				100
F				100
G	50	60	80	100

18.2 The street right-of-way width is measured from property line to property line at right angles to the centerline of the street.

SECTION 19.0 PARKING REQUIREMENTS

19.1 Space Required
There shall be required in connection with the construction or addition to any of the following buildings and uses, off-

street parking space as hereinafter designated.

Dwellings.
Schools, churches, hospitals, and other public buildings.
Hotels, motels, rooming and boarding houses and similar accommodation units.
Places serving food and beverages.
All other business and commercial uses.
Industrial and manufacturing establishments.

19.2 Description of Spaces
Each off-street parking space shall be not less than 10 feet wide and 20 feet long; shall be provided with vehicular access to a street or alley; shall be surfaced with gravel, asphalt, concrete or equivalent; shall be properly drained; and shall be located within convenient walking distance of the principal building for which the parking space is required.

19.3 Reduction
No part of an off-street parking space required for any building or use for the purpose of complying with the provisions of this ordinance shall be included as part of an off-street parking space similarly required for another building or use.

SECTION 20.0 SUPPLEMENTAL REGULATIONS

20.1 Permits required

20.11 Permits are required for construction in all zones except as specifically exempt elsewhere in this ordinance.

20.12 Underground Construction
Permits are required for underground utilities and pipelines and other underground structures unless exempt elsewhere in this ordinance.

20.13 Sewage and Waste Disposal
All sewage disposal systems shall be installed in such a manner that they shall not create a health hazard or nuisance and that wastes from such systems shall not impair the quality or interfere directly or indirectly with treatment processes of any water supply. This includes surface water and underground waters. Sewage disposal systems shall be installed according to the standards outlined in Idaho Department of Health Bulletin No. 6. Discharge of sewage or the drainage of other surface water into underground drill holes or lava fissures is considered a hazard to the underground water, therefore, their use is prohibited.

20.2 Plans Required

20.21 Plans for sewage and waste disposal, underground gas-lines, telephone lines and electric lines, and similar type structures will be filed with the administrative officer.

SECTION 21.0 COUNTY ENGINEER

21.1 The Board of County Commissioners may appoint and employ an Engineer to handle the technical administrative problems of the County.

21.2 The County Engineer shall perform, but not be limited to duties formerly assigned to the County Surveyor, and may be known as the County Engineer and County Surveyor.

21.3 The salary and compensation of the County Engineer shall be fixed by the Board of County Commissioners.

SECTION 22.0 ADMINISTRATIVE OFFICER

22.1 The Board of County Commissioners may appoint and employ an Administrative Officer to administer the terms of this Ordinance of the County.

22.2 The Administrative Officer shall be a person of known qualification in administration and construction practices.

22.3 The Administrative Officer may be designated Zoning Officer and/or Building Inspector.

22.4 The salary and compensation of the Administrative Officer shall be fixed by the Board of County Commissioners.

22.5 The County Engineer may serve as Administrative Officer if so designated by the County Commissioners.

SECTION 23.0 BOARD OF ADJUSTMENT

23.1 Appointment and Terms of Office.

23.11 The Board of County Commissioners may appoint a Board of Adjustment composed of five members, four members from the citizens of the County, three of which will not be residents of an incorporated municipality, and one member, for a term of one year, from the County Zoning Commission. The other members shall be appointed as follows: One member for a term of one year, one for two years, one for three years, and one for four years, and each year thereafter one member for a term of four years. At the January meeting, the Board of County Commissioners shall appoint the Zoning Commission member of the Board of Adjustment. All appointments shall expire at the close of the fiscal year of the County to which the appointment dates.

23.2 Organization

23.21 The members of the Board of Adjustment shall select their own Chairman and appoint a Secretary and other such subordinates that may be authorized by the Board of County Commissioners and the compensation for such Secretary and subordinates shall be fixed by the County Commissioners.

23.3 Cooperation

23.31 The services of any County employee shall be available to the Board of Adjustment.

23.4 Duties and Powers of the Board of Adjustment

23.41 That the Board shall adopt such rules and regulations as it deems necessary to carry into effect the provisions of this ordinance. Meetings shall be held at such times as may be necessary. The Board shall keep minutes of its proceedings. Such Board shall hear and decide appeals from and review any order, requirement, decision or determination made by the Administrative Officer.

23.5 Voting

23.51 The concurring vote of three members of the Board shall be necessary to reverse any order, requirement, decision or determination made by the Administrative

Officer, or to effect any variation or grant any special permit provided by this ordinance.

23.6 Specific Cases

23.61 When, in its judgment, the public convenience and welfare will be substantially served or the appropriate use of neighboring property will not be substantially or permanently injured, or when there are practical difficulties or unnecessary hardships in carrying out the strict letter of this Ordinance, The Board of Adjustment may, in a specific case, after public notice and hearing and subject to appropriate conditions and safeguards, determine and vary the application of the regulations herein established in harmony with their general purpose and intent.

23.7 Appeals to the Board of Adjustment

23.71 That any decision of the Administrative Officer made in the enforcement of this ordinance may be appealed to the Board of Adjustment by any person affected by such decision. The appellant shall file with the Secretary of the Board of Adjustment a notice of appeal, specifying the ground thereof and a copy of such notice with the Administrative Officer, together with a filing fee of twenty dollars ($20.00). The Administrative Officer shall forthwith transmit to the Board of Adjustment all the papers constituting the record upon which the appeal is taken. The Board of Adjustment shall fix a reasonable time for the hearing of the appeal and give due notice thereof to the parties, and decide the same within a reasonable time. Upon hearing any party may appear in person or by agent or attorney. The Board of Adjustment may reverse or affirm, wholly or partly, or modify the order, requirement, decision or determination, if, in its opinion such changes ought to be made in the premises, and to that end shall have all the power of the Administrative Officer.

23.8 Board of County Commissioners is Board of Adjustment

23.81 In the event no Board of Adjustment is appointed, or if the Board of Adjustment fails to function, all of the activities set forth in this ordinance for the Board of Adjustment shall be conducted by the Board of County Commissioners.

SECTION 24.0 DEFINITIONS

24.1 General

24.11 When not inconsistent with the content, words used in the present tense include the future; words in the singular number include the plural number; words in the plural number include the singular number; and the masculine includes the feminine.

24.2 Certain Terms and Words are Hereby Defined as Follows for the Purpose of This Ordinance.

24.21 "ACCESSORY BUILDING"
A detached subordinate building, the use of which is customarily incidental to that of the main building or to the main use of the land and which is located on

the same lot with the main building or use, and not including those buildings defined herein as farm and garden buildings.

24.22 "ACCESSORY USE"

A use naturally and normally incidental to, subordinate to, and devoted exclusively to the main use of the premises.

24.23 "AGRICULTURE"

Agriculture shall mean the growing of soil crops in the customary manner in the open, on tracts of land of at least 5 acres in area, and shall include all farming and livestock raising activities associated with the acreage so used in the neighborhood where situated. Incidental retailing of goods on the premises of goods and products raised on the premises shall also be considered as being within the definition of agriculture.

24.24 "ALLEY"

A public way which affords a secondary means of access to property abutting thereon.

24.25 "AREA, MINIMUM LOT"

The total area within the property lines of the lot, exciuding adjacent streets except as otherwise provided.

24.26 "BOARDING AND ROOMING HOUSES"

A building or portion thereof which is used to accomodate, for compensation, three or more boarders or roomers, not including members of the occupant's immediate family who might be occupying such building. The word "Compensation" shall include payment in money, services or other things of value.

24.27 "BUILDING"

Any permanent structure built for the shelter or enclosure of person, animals, chattels or property of any kind and not including advertising sign boards or fences.

24.28 "BUILDING HEIGHT"

The vertical distance from the "grade" to the highest point of the roof surface.

24.29 "BUILDING, PRINCIPAL"

A building in which is conducted the main or principal use of the lot on which said building is situated.

24.30 "COMMERCIAL FEED YARDS"

An enclosure for the feeding and fattening of poultry or livestock where animals are kept in a restricted area of less than the following for over nine months of the year:

Poultry ..... Three square feet/per individual
Swine ..... Thirty square feet/per individual
Beef or Dairy
Animals ..... Three hundred square feet/per individual

24.31 "DWELLING"

Any building or portion thereof which is used as the private residence or sleeping place of one or more human beings, but not including hotels, motels, tourist courts, resort cabins, clubs, hospitals or similar uses.

24.32 "DWELLING, MULTIPLE FAMILY"

A building occupied by two or more families living independently of each other, but not including motels or hotels.

24.33 "DWELLING, ONE FAMILY"

A building designed exclusively for and occupied by one family.

24.34 "DWELLING UNIT"

One or more rooms in a dwelling designed for or occupied by one family and cooking on the premises.

24.35 "FAMILY"

A family is any number of persons living and cooking together on the premises as a single dwelling unit, but it shall not include a group of more than three individuals not related by blood or marriage.

24.36 "FARM, RANCH, AND GARDEN BUILDINGS AND USES"

Those buildings and structures used to shelter or enclose livestock, poultry, feed, flowers, field equipment, dairy operations or similar uses; and those uses of land devoted to raising of crops, poultry or livestock.

24.37 "GRADE AND OFFICIAL GRADE"

Grade (ground level) is the average of the finished ground level at the center of all walls of a building. In case walls are within 25 feet of a sidewalk or curb, said ground level shall be measured at the sidewalk or curb. Official grade refers to the grade or elevation established by the County Engineer for the street, curb, sewer or structure considered.

24.38 "HOME OCCUPATION"

Any use conducted principally within a dwelling and carried on by the inhabitants thereto, which use is clearly incidental and secondary to the use of the dwelling purposes and does not change the character thereof, provided that no article is sold or offered for sale except such as may be produced by members of the immediate family residing on the premises.

24.39 "HOSPITAL"

Any building or portion thereof used for the accommodation and medical care of sick, injured or infirm persons and including sanitariums, but not including rest homes.

24.40 "JUNKYARD"

A lot, land or structure, or part thereof, used for the collecting, storage, and sale of wastepaper, rags, scrap metal or discarded material, or for collecting, dismantling, storage and salvaging of machinery or vehicles for the sale of parts thereof. A junkyard includes auto wrecking yards.

24.41 "HOTELS AND MOTELS"

Any building or portion thereof containing six or more guest rooms used, designed to be used, let or hired out for occupancy by persons on more or less a temporary basis.

24.42 "KENNEL"

Any lot or premises on which four or more animals at least four months of age are harbored.

24.43 "LOT"

A parcel of land occupied or to be occupied by a building or group of buildings and any accessory buildings identified with each, together with such open areas as are required under this ordinance, and having its principal frontage on a public right-of-way.

24.44 "LOT LINE, FRONT"

The property line dividing a lot from a street. On a corner lot only one street line shall be considered a front line and the shorter street frontage shall be considered the front line.

24.45 "LOT, REVERSED CORNER"

A corner lot having its side street line substantially a continuation of the front lot line of the first of the lot to its rear.

24.46 "LOT LINE, REAR"

The line opposite the front lot line.

24.47 "LOT LINE, SIDE"

Any lot lines other than front lot lines or rear lot lines.

24.48 "MEMBERSHIP CLUB"

An association of persons, whether incorporated or unincorporated for some common purpose but not including groups organized primarily to render a service carried on as business.

24.49 "NON-CONFORMING BUILDINGS"

A building or structure or portion thereof built prior to the effective date of this ordinance, or any amendment thereto and conflicting with the provisions of this ordinance applicable to the zone in which it is situated.

24.50 "NON-CONFORMING USE"

The use of a structure or premises conflicting with the provisions of this ordinance.

24.51 "OCCUPIED"

The word "occupied" includes arranged, designed, built, altered, converted, rented, or leased, or intended to be occupied.

24.52 "OUTDOOR ADVERTISING SIGNS"

Any card, cloth, paper, metal, painted, wooden, glass, plaster, stone, or other sign of any kind placed for outdoor advertising purposes on the ground, or on any tree, wall, bush, rock, post, fence, building, structure or thing whatsoever.

24.53 "PERSON"

The word "person" shall also include association, firm, co-partnership, or corporation.

24.54 "PROFESSIONAL OFFICE"

An office for professions such as physicians, dentists, lawyers, architects, engineers, artists, musicians, designers, teachers, accountants, and others who through training are qualified to perform services of a professional nature, and where no storage or sale of merchandise exists.

24.55 "PUBLIC WATER AND PUBLIC SEWER FACILITIES"

Those facilities of a municipality or sanitation district approved by the Jerome County Health Department and by the State Department of Health for general public use.

24.56 "SETBACK"

The distance from the nearest point of a building or other structure measured to the front lot line or other line referred to in Section 17.0 concerning minimum setback.

24.57 "SIGNS FOR IDENTIFICATION"

Such signs shall refer only to the principal use of the lot upon which such signs are located.

24.58 "STREET"

Any public or private thoroughfare which affords the principal means of access to abutting property, and including such terms as "public right-of-way", "highway", "road", and "avenue".

24.59 "STRUCTURE"

Anything constructed or erected, which requires location on the ground or attached to something having a location on the ground, but not including fences or walls used as fences less than three feet in height, poles, lines, cables, or other transmitting or distribution facilities of public utilities.

24.60 "TRAILER COURT"

An area for the placing of movable vehicles designed and used for human occupation and housekeeping.

24.61 "USE"

The purpose for which land or building is designed, arranged, or intended, or for which either is or may be occupied or maintained.

24.62 "USED CAR LOTS"

A retail sales area for the sale of automobiles which are in such condition as to meet all requirements of the State and County for license and operation.

24.63 "WIDTH OF LOT"

The distance parallel to the front lot line measured between side lot lines through that part of the building or structure where the lot is narrowest.

24.64 "YARD"

An open space other than a court, on a lot, unoccupied and unobstructed from the ground upward, except as otherwise provided in this ordinance.

24.65 "YARD FRONT"

A yard extending across the full width of the lot between the front lot line and the nearest line or point of the building.

24.66 "YARD, REAR"

A yard extending across the full width of the lot between the rear lot line and the nearest line or point of the building.

24.67 "YARD, SIDE"

A yard extending from the front yard to the rear yard between the side lot line and the nearest line or point of the building or accessory building attached thereto.

24.68 "COMMERCIAL PACKING SHED FOR FARM CROPS"

Packing sheds for fruit, vegetables, hops, or other farm crops will be considered commercial for the terms of this ordinance when less than 50 per cent of the farm crops graded or packed are produced by the owner on his immediate farm, owned or leased property.

SECTION 25.0 AMENDENTS

25.1 General Procedure

25.11 Amendments to this ordinance shall be in accordance with the laws of the State of Idaho and shall require the following action before adoption of any such ammendments:

25.111 Study and recommendation of the proposed amendments by the Jerome County Zoning Commission.

25.112 Completion of a public hearing before the Board of County Commissioners after at least 30 days notice of the time and place of such hearing shall have been given by at least two publications in a newspaper of general circulation within the County.

25.2 Special Proceedure

25.21 Before submitting a report and recommendation on any proposed amendment to this ordinance, the County Zoning Commission shall hold a public hearing on the proposed amendment in which event the following special conditions shall be required:

25.211 A notice of said hearing shall be published twice in a newspaper serving the general area of the amendment at least ten days prior to the hearing date.

25.212 Any party desiring any change in the regulations or amendment to the Zoning Maps and Description or for amendments to any other part of the ordinance will file a petition in writing together with a fee of $20.00 to cover the cost of advertising and processing.

25.213 In the event the administrative officer of this ordinance; any other County Officer, board, bureau or department, the Board of Adjustment, the Zoning Commission or the County Commissioners, shall originate a petition to change the regulations or amend the Zoning Maps and Descriptions or any other part of the ordinance the same may be filed without payment of the fee, upon motion approved by the favorable vote of a majority of the Board of County Commissioners.

SECTION 26.0 INTERPRETATION, VALIDITY, ENFORCEMENT

26.1 Interpretation

In their interpretation and application, the provisions of this

ordinance shall be held to be minimum requirements adopted for the promotion of the public health, safety and welfare. Whenever the requirements of this ordinance are at variance with the requirements of any other lawfully adopted rules, regulation or ordinance, the more restrictive, or that imposing the higher standard shall govern.

26.2 Validity

Should any section, clause or provision of this ordinance be declared by a Court of competent jurisdiction to be invalid, such decision shall not affect the validity of this ordinance as a whole or any part thereof, other than the part so declared to be invalid.

26.3 Enforcement

It shall be unlawful to erect, construct, reconstruct, alter or change the use of any building, or other structure within the zone area in Jerome County without obtaining a building permit from the Board of County Commissioners or its authorized representative, and the Board of County Commissioners or its authorized representative shall not issue any permit unless the plans of and for the proposed erection, construction, reconstruction, alteration, or use fully conform to the zoning regulations then in effect. For all building permits required, a fee to be set by the Board of County Commissioners shall be charged by Jerome County.

SECTION 27.0 VIOLATION AND PENALTIES

27.1 General

It shall be unlawful to erect, construct, reconstruct, alter, maintain or use any building or structure or to use any land in violation of any provision of this zoning ordinance, or any amendment thereof. Any person, firm or corporation, either as owner, lessee occupant or otherwise, who violates any of the provisions of this ordinance, or any amendment thereof, or who interferes in any manner with any person in the performance of this ordinance, shall be guilty of a misdemeanor, and, upon conviction thereof, shall be fined not more than One Hundred Dollars ($100.00) or imprisoned not more than ten (10) days, or both. Each day during which such violation shall continue shall be deemed to be a separate offense.

27.2 Legal Action

In case any building or structure is, or is proposed to be erected, constructed, reconstructed, altered, maintained, or used, or any land is proposed to be used, in violation of any provision of this ordinance, or any amendment thereof, the Board of County Comissioners of the County or Jerome, or any owner of real estate within the zoned area, in addition to other remedies provided by law, may institute injunction, mandamous, abatement or any other appropriate action or proceeding to prevent, enjoin, abate or remove such unlawful erection, construction, reconstruction, alteration, maintenance, or use.

SECTION 28.0 REPEALS AND ENACTMENT

28.1 Repeals

28.11 All ordinances of the County of Jerome, inconsistent herewith to the extent of such inconsistency, and no

further, are hereby repealed.

28.12 The repeal of any of the above mentioned ordinances does not revive any other ordinanee or portion thereof repealed by said ordinances.

28.13 Such repeals shall not affect or prevent the proseeution or punishment of any person for the violation of any ordinanee repealed hereby, for an offense eommitted prior to the repeal.

28.2 Enaetment

28.21 Upon approval and adoption of this ordinance or any amendment hereto, a certified copy thereof, ineluding copies of all maps and descriptions referred to, shall be filed as provided by law in the offiee of the County Clerk and Recorder of Jerome County.

28.22 This ordinance shall be in full force and effect after its approval and adoption as provided by law.

28.23 Approved and adopted this 10th day of April, 1967.

THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF JEROME
BY: WILLARD LATTIMER, Chairman

ATTEST:
ELLA MeVEY, Clerk of the Board.

Model Interchange Zoning Classifications

(Amendments to Jerome County zoning ordinance as suggested by Bruce Powers in his June 1968 report)

Section ____ Uses Permitted in Zone "H" - Highway Service Zone

The Highway Service Zone is intended to provide for the location of needed highway service commercial facilities at interchanges between the controlled access highways and the intersecting arterial roads, and to encourage the orderly and compatible development of these areas. In providing for the location of highway-oriented service firms, it is essential that the principal function of the interchange; the carrying of traffic to and from the freeway in a safe and expeditious manner be preserved. Also, the purpose is to provide safe ingress and egress to the commercial developments through control of access points on the arterials, streets and highways servicing the Highway Service Zone, and to provide safe sight distances and prevent encroachment upon the intersecting highway through regulation of setbacks. No building, structure or premises shall be used, arranged or designed to be used, erected, structurally altered or enlarged, except for one or more of the following uses:

___.1 Motels, motor hotel.

___.2 Travel trailer parks and other temporary lodging for the highway travellers, provided roads and driveways are paved, the landscaping provisions will substantially screen the court from the freeway, and the parks meet the provisions of the Idaho revised statutes and the Rules and Regulations of the Idaho Department of Health.

___.3 Restaurants, drive-in restaurants and snack-vending machines.

___.4 Service stations, truck stops, provided that any tube and tire repairing and storage of merchandise and supplies are conducted wholly within a building, and that any lubrication, repairs or washing not conducted within a building be screened from any adjoining residential district by the erection of a masonry wall, ornamental fence, or compact evergreen hedge not less than two feet or more than six feet in height.

__.5 Motorist information center.

__.6 Motorist rest area or park, provided any sanitary facilities meet the provisions of the Rules and Regulations of the Idaho Department of Health, and driveways and parking areas are paved.

Section ____ Uses Permitted in Zone "I" - Planned Interchange Zone

The purpose of the Planned Interchange Zone is to permit the application of new technology and greater freedom of design in land development than may be possible under a strict interpretation of the provisions of Sections 8 through ____ of this Ordinance. The use of these provisions is dependent upon the submission of an acceptable plan and satisfactory assurances it will be carried out. Such plan should accomplish, or contribute to the accomplishment, of substantially the same general objectives and goals as proposed by the County development plan for the interchange area.

Section ____ Standards and Requirements, Planned Interchange Zone

(1) A planned interchange zone may include any uses permitted in any zone, except uses permitted only in the "F" Heavy Industrial Zone are excluded from all other zones. Standards governing area, density, yards, off-street parking or other requirements shall be guided by the standards of the zone that most nearly portrays the intent of the use of the property as shown on the applicant's proposed development plan submitted for review.

(2) Planned interchange development shall not be permitted on a parcel less than 10 acres in area.

Section ____ Procedure, Planned Interchange Zone

(1) An applicant shall submit a preliminary development plan to the Jerome County Planning Commission for study. The preliminary plan shall include the following information:

(a) Proposed land uses, building locations and housing unit densities.

(b) Proposed circulation pattern indicating the status of street ownership.

(c) Proposed open space uses.

(d) Proposed grading and drainage pattern.

(e) Proposed method of water supply and sewage disposal.

(f) Economic and supporting data to justify any proposed commercial and industrial elements in an area not so zoned.

(g) Relation of the proposed development to the surrounding area and the County Interchange Development Plan.

(2) Prior to discussion of the plan at a planning commission meeting, ____ copies of the proposed plan shall be submitted to the commission for study at least ____ days prior to the commission meeting at which it is to be considered.

(3) The planning commission shall consider the preliminary development plan at a meeting at which time findings of the county sanitarian, engineer, or other qualified technical consultants shall be considered. In considering the plan, the commission shall evaluate and appraise the appropriateness of the proposed site in the Planned Interchange Zone in relation to the following criteria:

(a) Resulting development will not be inconsistent with the general provisions of the County Interchange Development Plan.

(b) The area around the development can be planned to be in substantial harmony with the proposed plan.

(c) The plan can be completed within a reasonable period of time.

(d) Any proposed commercial or industrial development can be justified economically.

(e) The circulation system is adequate to support the anticipated traffic and is coordinated with streets outside the planned area.

(f) Proposed utility and drainage facilities are adequate for the population densities and type of development proposed.

(g) Other relevant factors as stipulated in the Interchange Development Plan.

(4) If, in the opinion of the commission, the foregoing provisions are satisfied, the proposal shall be processed according to the requirements of this section. If the commission finds to the contrary, they may recommend the application be denied or return the plan to the applicant for revision.

(5) In addition to the requirements of this section, the commission may attach conditions it finds are necessary to carry out the purposes of this Ordinance.

(6) Zoning permits in a planned interchange zone shall be issued only on the basis of the approved plan. Any changes in the approved plan shall be submitted to the commission for processing as an amendment to this Ordinance.

(7) An approved planned interchange development shall be identified on the zoning map.

Section 15.0 Minimum Lot Sizes

15.1

Zone	Minimum Lot Area	Minimum Lot Width
A - G	----	----
H	10,000 sq. ft.	75 ft.
I	Established by Jerome County Planning Commission	

Section 16.0

16.1

Zone	Minimum Side Yards (1) (each yard in (feet)	Minimum Rear Yard (2) (feet)	Maximum Height of Buildings (feet)
A - G	----	----	----
H	10	25	35
I	Established by Jerome County Planning Commission		

Section 17.0

Zone	Minimum Setback
A - C H and I	----

(a) Along intersecting highways, setback shall be 160 ft. from the centerline or 80 ft. from the right-of-way, whichever is more restrictive.

(b) Along frontage roads. Setbacks shall be 30 ft. from the right-of-way of an existing or mapped frontage road.

(c) Where an alternative internal circulation system is provided in lieu of a frontage road, setbacks should be 50 ft. from the right-of-way of an intersecting highway and 30 ft. from the right-of-way of any existing or mapped public street or road which is a component of the internal circulation system.

(d) In case of unusual changes in alignment of the intersecting highway right-of-way line or unusual topographic conditions which would cause unnecessary hardship in the application of this section, a variance for a lesser setback from the intersecting highway may be granted by the Board of Adjustment. Such variance shall be conditioned upon the prior written approval of the agency having jurisdiction over the intersecting highway. The procedures to be followed and the standards to be applied in granting such variance shall be those specified in Section 23.0 of this Ordinance.

Section ___ Access Control

___.1 All zones shall comply with the following standards for access from abutting property to an intersecting highway in an interchange area.

(1) There shall be no access points located within 300 feet of the most remote end of taper of any existing or proposed entrance or exit ramp of an interchange, or at intervals of less than 600 feet thereafter. A lesser distance may be permitted by the Board of Adjustment upon prior written approval by a designated representative of the agency having jurisdiction over such highway in the manner and upon the grounds as specified in Section 23.0 of this Ordinance.

(2) To avoid dangerous jobs in alignment, permitted access points along opposite sides of intersecting highways shall be located either directly opposite each other, or directly opposite a median strip crossover, or separated by at least 300 feet of lateral distance along the highway centerline, or such greater lateral distance as required by particular circumstances to permit safe traffic movements as determined by the agency having jurisdiction over the intersection highway.

(3) The access requirements hereof may be temporarily waived subject to the following conditions:

(a) A Temporary Access Permit shall be obtained from the Board of Adjustment in the manner specified in Section 23.0 of this Ordinance. The Board of Adjustment shall grant preliminary approval of such Permit and shall forward the application and preliminary approval to the agency having jurisdiction over the intersecting highway, requesting issuance of any required driveway permit. Upon issuance of such driveway permit, the Board of Adjustment shall grant the Temporary Access Permit.

(b) Use of access shall be limited to the use described in the application for the Temporary Access Permit.

(c) Whenever practical, only one point of access for each two parcels, to be located at the common property line of adjoining parcels, shall be permitted.

(d) The Temporary Access Permit shall be granted only upon issuance of any driveway permit required by the authority having jurisdiction over such highways.

(e) This access permit shall be temporary in nature and shall be revoked by the Zoning Officer upon the construction of a frontage road or an alternative internal circulation system providing a reasonable alternate means of access or when deemed necessary in the public interest.

Section ____ Sign Regulations

___.1 Except where this ordinance is more restrictive, all signs within highway interchange zones which are hereafter erected, moved, altered or reconstructed shall comply with all applicable regulations of the Idaho Statutes. Advertising signs shall not be permitted or erected on the right-of-way of any highway.

___.2 Applications for Zoning Permits may be made as part of an application for approval of other related proposed development or for sign approval only. Said application shall include the location, directional orientation, and the proposed copy and layout of the content of the proposed sign or signs. The Zoning Officer shall determine the compliance or noncompliance of the proposed sign with the relevant portions of this Ordinance, and upon a finding of compliance shall issue a Zoning Permit for the construction or erection of the proposed sign.

___.3 Prohibited characteristics.

(a) No sign shall resemble or approximate the size, shape, form or color of traffic signs, signals or devices.

(b) No sign shall be so placed as to obstruct or interfere with the visibility or effectiveness of any official traffic sign or signal, or with driver vision at any access point or intersection.

(c) No sign shall contain, include or be illuminated by flashing light or lights.

(d) No sign shall contain, include or be composed of any animated or moving part or parts.

(e) No sign shall contain more than three hundred (300) square feet of area.

(f) No sign shall be located in or project into any required yard or public right-of-way, except that directory signs not exceeding twenty (20) square feet in area may be located within the required yard subject to the approval of the Board of Adjustment.

(g) No billboard shall be located in an interchange zone.

___.4 Official traffic control signs are exempt from all provisions of this Ordinance.

___.5 All signs are prohibited in highway interchange zones except the following:

(a) Temporary signs advertising the sale, rental or lease of the premises on which the signs are located, provided that such signs shall not exceed eight (8) square feet in area.

(b) Bulletin boards for public, charitable or religious institutions, provided that such signs are located on the premises of such institution and do not exceed twelve (12) square feet in area.

(c) Directory signs located on the premises of the activity to which the signs refer, provided that no such sign shall exceed twenty (20) square feet in area.

(d) Memorial signs cut into or affixed flat against a structure.

(e) Temporary signs as authorized by the Board of Adjustment provided that no such sign shall exceed twenty (20) square feet in area nor shall be authorized for a period greater than one year.

(f) Directory signs not located on the premises of the activity referred to, provided that, for any single activity, there shall be no more than one such sign in any one quadrant of the interchange, and provided that any such sign shall not exceed twenty (20) square feet in area.

(g) Signs located on the premises which display general brands, trade names, trade marks or other descriptions of products or services which are primarily sold, distributed, produced or offered on the premises, provided that such signs shall also display the name and/or occupation of the user of the premises not less conspicuously than such general brands, trade names, trade marks or other descriptions.

Section 24.0 Definitions

24.69 "Billboard"

A large advertising sign without size restrictions.

24.70 "Frontage Road"

A local road auxiliary to and abutting an intersecting highway for control of access and service to abutting property and adjacent areas.

24.71 "Interchange"

An existing or planned grade separation on a State trunk highway with one or more turning roadways for travel between intersecting legs.

24.72 "Intersecting Highway"

A highway of any political jurisdiction which forms one or more legs of an interchange and to which access is not fully controlled.

24.73 "Internal Circulation System"

Any road, street or driveway, or combination thereof, which provides access from an intersecting highway to abutting or adjacent properties.

24.74 "Sign"

Anything erected, hung, suspended, painted or attached to any other structure, carrying words, letters, figures, phrases, sentences, names, designs, trade names or trade marks or any other device placed so as to be visible from a street or highway and calling attention to a business, trade, profession, commodity, product, service, person, firm or corporation.

24.75 "Sign, directory"

A sign displaying the name of a person, home, farm community, area or locality of interest, business or kind of business or service conducted at a specific location, but not any general brands, trade names or trade marks, products or services whether related or unrelated to such specific location; may also include necessary brief instructions, including distance to the location referred to.

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